

4. Section 4(f) Evaluation

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4.1 Introduction

Federal law 23 U.S.C. Section 138, which is commonly known as Section 4(f) from its previous designation in the Department of Transportation Act of 1966 as 49 U.S.C. 1653(f), prohibits the Federal Highway Administration (FHWA) from approving a project that uses land from a publicly owned park, recreation area, wildlife or waterfowl refuge, or historic site except if (1) there is no feasible and prudent alternative to the use of the land and (2) if the project includes all possible planning to minimize harm to the property. If a feasible and prudent alternative that avoids such use is available, it must be selected. If such use is unavoidable, then measures must be identified that minimize and mitigate for direct and indirect harm to the property.

Section 4(f) provides a mandate to make special efforts to "preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites." The special efforts include a Section 4(f) Evaluation, which entails a detailed description of affected resources, discussion of direct (property acquisition) and indirect impacts on these resources from project alternatives, identification and evaluation of alternatives that avoid such impacts, and mitigation measures to minimize unavoidable adverse effects. Indirect impacts occur when the proposed project does not use land from a Section 4(f) property, but the project's proximity impacts (such as effects of noise or impacts on visual values of a park) are severe enough that the protected activities, features, or attributes that qualify a resource for protection under Section 4(f) are substantially impaired according to 23 CFR 771.135(p)(2). Indirect impacts of this nature are referred to as a "constructive use."

4.1.1 Purpose of and Need for the Proposed Action

The purpose of the SR 509: Corridor Completion/I-5/South Access Road Project is to improve regional highway connections with an extension of State Route (SR) 509 from its current terminus to Interstate 5 (I-5) to serve future transportation needs in southwest King County and to enhance southern access to Seattle-Tacoma International Airport (Sea-Tac Airport).

This project is needed to satisfy current and forecasted regional transportation demand, improve regional mobility and safety, and relieve local congestion. Improved southern access to the airport is needed to accommodate the increasing demands of passenger growth.

Chapter 1 of this Final Environmental Impact Statement (FEIS) provides a more detailed discussion of the purpose of and need for the project.

4.1.2 Description of the Action

The FHWA, the Washington State Department of Transportation (WSDOT), the Port of Seattle, King County, and the Cities of Des Moines and SeaTac propose to improve regional highway connections with an extension of SR 509 to serve future transportation needs in southwest King County and to enhance southern access to and from Seattle-Tacoma International Airport (Sea-Tac Airport) by means of a new South Access Road. (Figure 4.1-1 shows the location of the project area within the larger metropolitan area and Figure 4.1-2 shows the details of the project area.) To accommodate an interchange at I-5 and SR 509, improvements to I-5 between approximately South 210th Street and South 310th Street are also proposed.

Three build alternatives (Alternatives B, C2, and C3) and a No Action Alternative (Alternative A) are considered in this FEIS.

Alternative A (No Action)

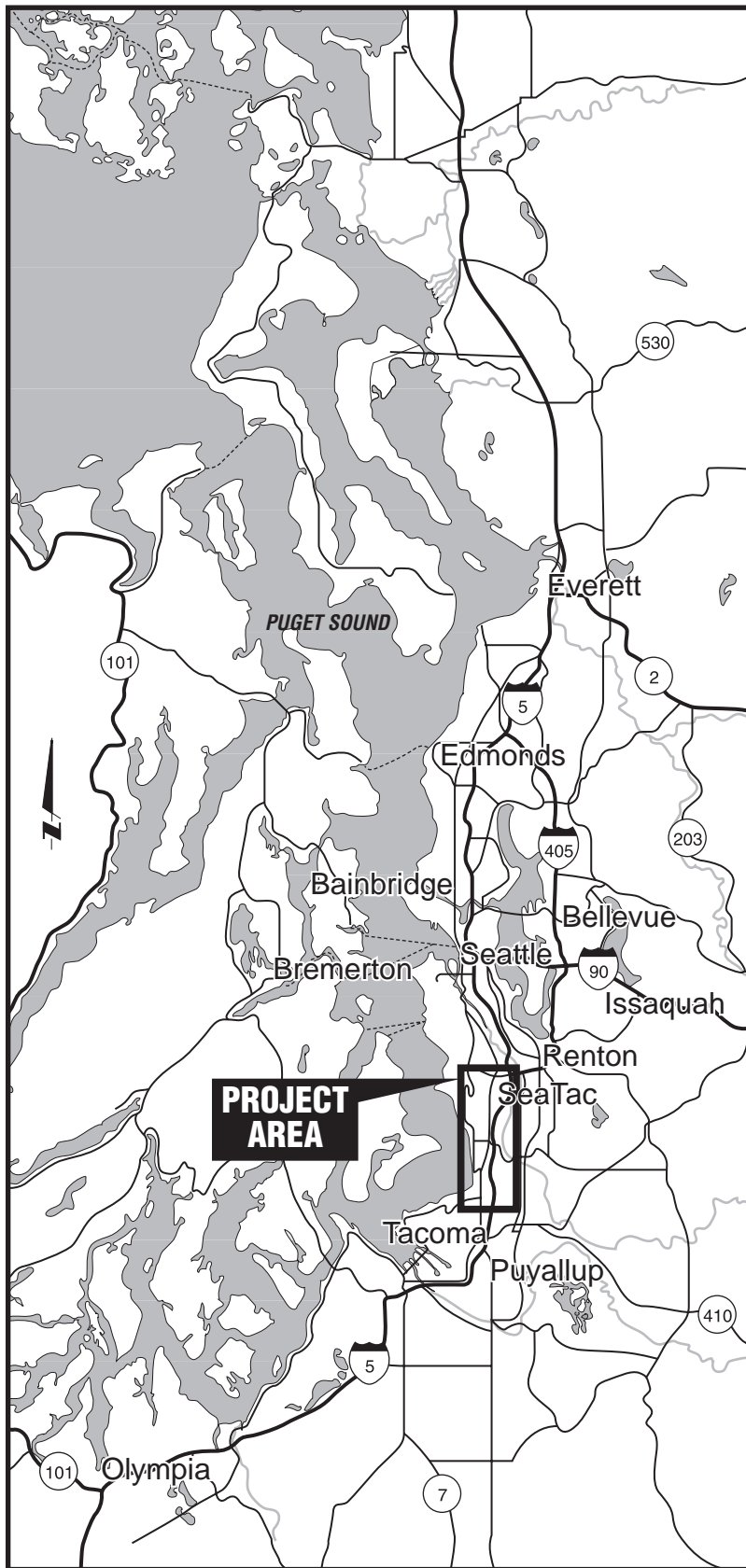
The No Action Alternative (Figure 4.1-3) represents the baseline conditions assumed to exist in the future regardless of whether the proposed project is constructed. Under the No Action Alternative, the SR 509 freeway extension, the South Access Road to Sea-Tac Airport, and the improvements to I-5 would not be built. This alternative, as well as the other alternatives, is defined in Chapter 2.

Features Common to All Build Alternatives

Each alternative for the SR 509 freeway extension would originate at approximately South 188th Street/12th Place South. The northern terminus of the South Access Road would be at the south end of the airport terminal drives. The southern terminus of the South Access Road would connect with the SR 509 freeway extension; the location and design of this connection would vary with each alternative. There would be interchanges at South 200th Street and 28th/24th Avenue South, but not at SR 99. Improvements to I-5 would be the same for all build alternatives.

SR 509 Mainline/South Access Road

The configuration of the SR 509 freeway extension would be six lanes: two general purpose travel lanes and an inside high-occupancy vehicle (HOV) lane in each direction. The South Access Road would consist of two general purpose lanes in each direction, for a total of four lanes. In general, right-of-way widths would be at least 200 feet for the SR 509 freeway extension and

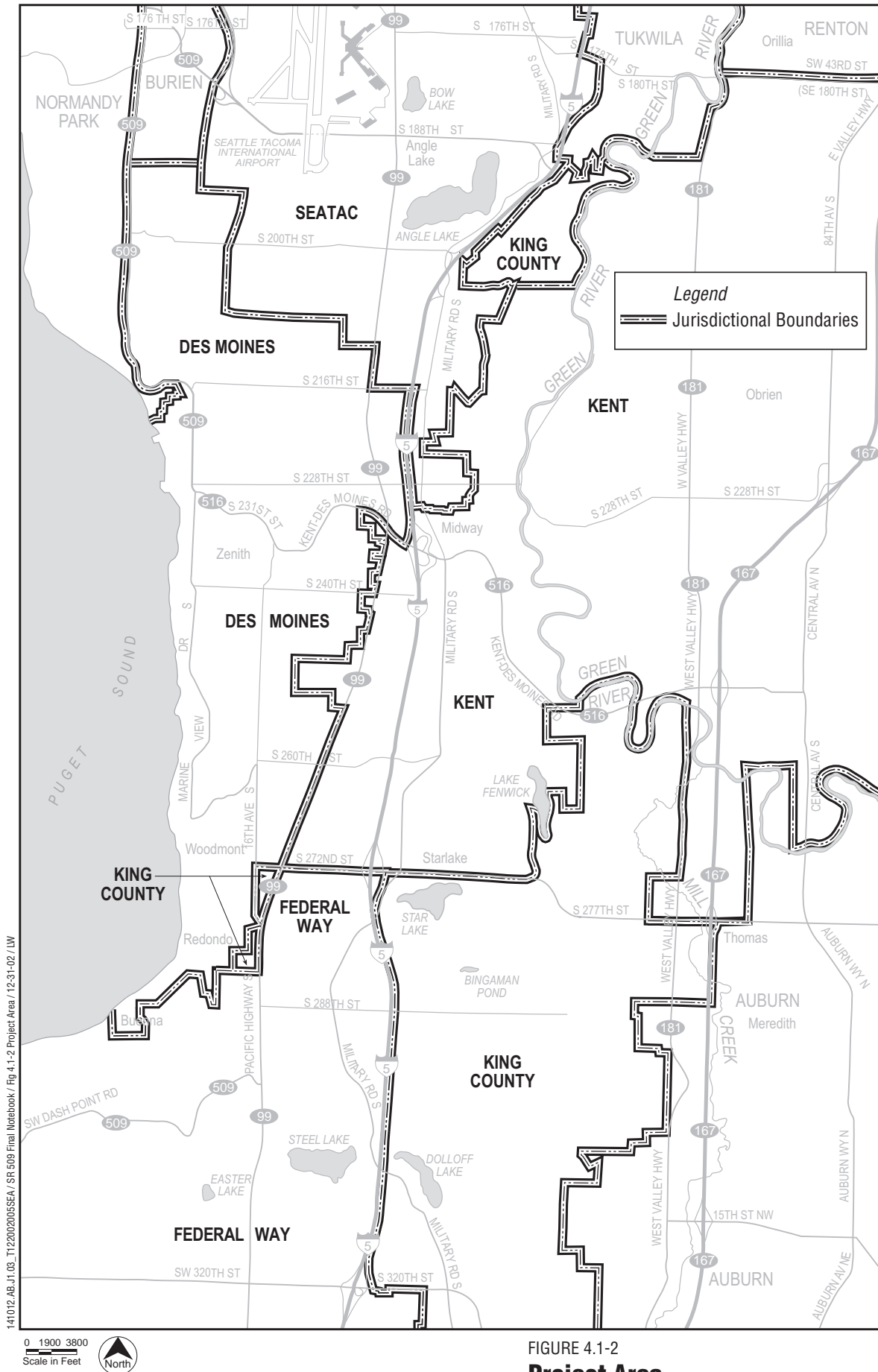


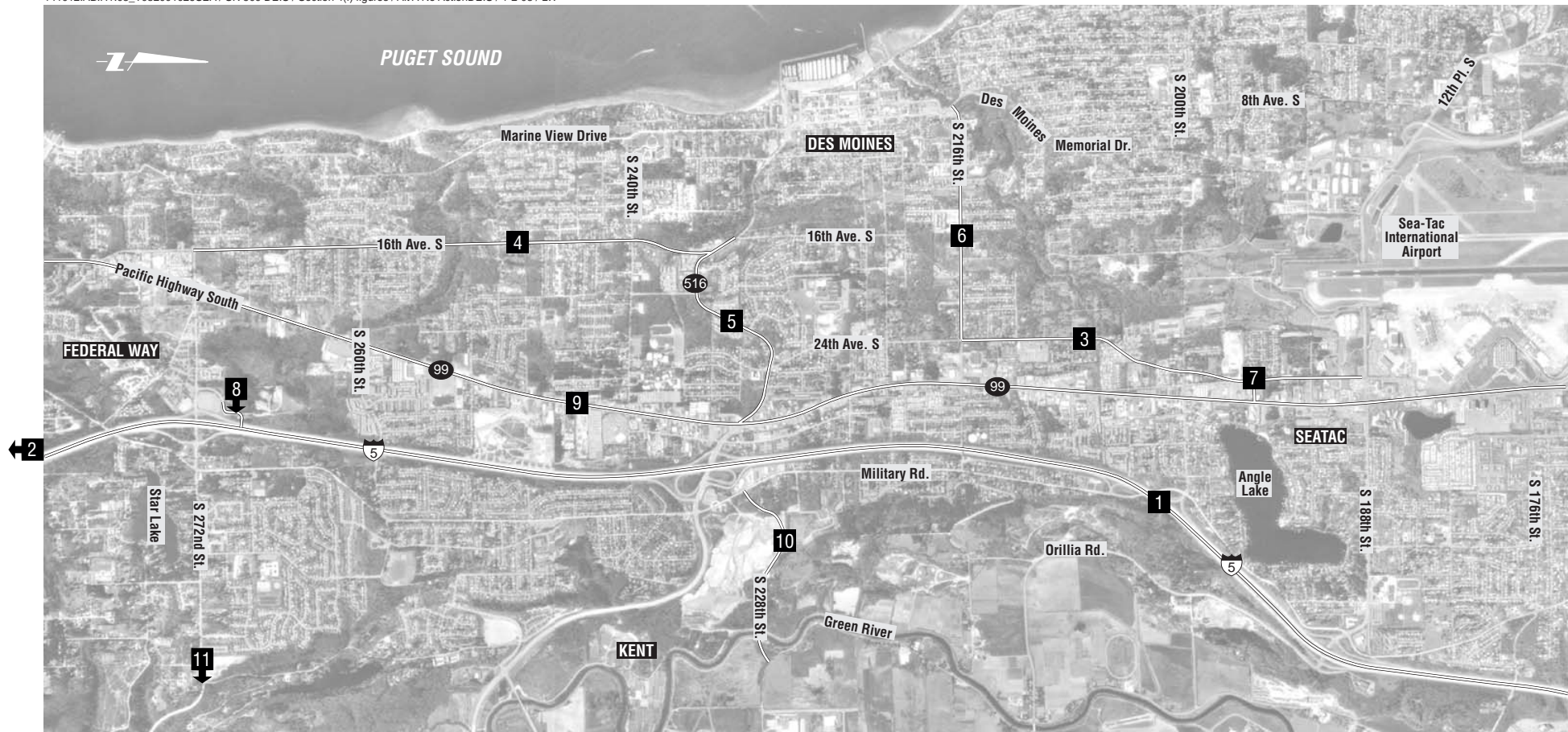
NOT TO SCALE

FIGURE 4.1-1

Project Area Location Map

SR 509: Corridor Completion/
I-5/South Access Road
Environmental Impact Statement





Legend

Baseline Projects by others

0 1/4 1/2 3/4 1 MILES

Baseline Projects Assumed for No Action Alternative.

- | | |
|---|--|
| 1 I-5 HOV Lanes | 7 S. 195th Street |
| 2 I-5 @ S. 317th Street Direct Access Ramp | 8 I-5 @ S. 272nd Street In-Line Station |
| 3 28th/24th Avenue S. Arterial
(Phase 1 completed – S. 188th to S. 204th Streets) | 9 Pacific Highway S./International Boulevard (SR 99)
(Phases 1 and 2 completed – S. 170th to S. 200th Streets) |
| 4 16th Avenue S. | 10 S. 228th Street |
| 5 Kent-Des Moines (SR 516) Road | 11 S. 272nd/S. 277th Street Corridor |
| 6 S. 216th Street | |

FIGURE 4.1-3

Alternative A (No Action)

SR 509: Corridor Completion/I-5/South Access Road
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at least 120 feet for the South Access Road. The SR 509 freeway extension would be designed to level of service (LOS) D and a speed of 70 miles per hour (mph). The South Access Road would be designed to LOS D and a speed of 35 to 45 mph.

South Airport Link

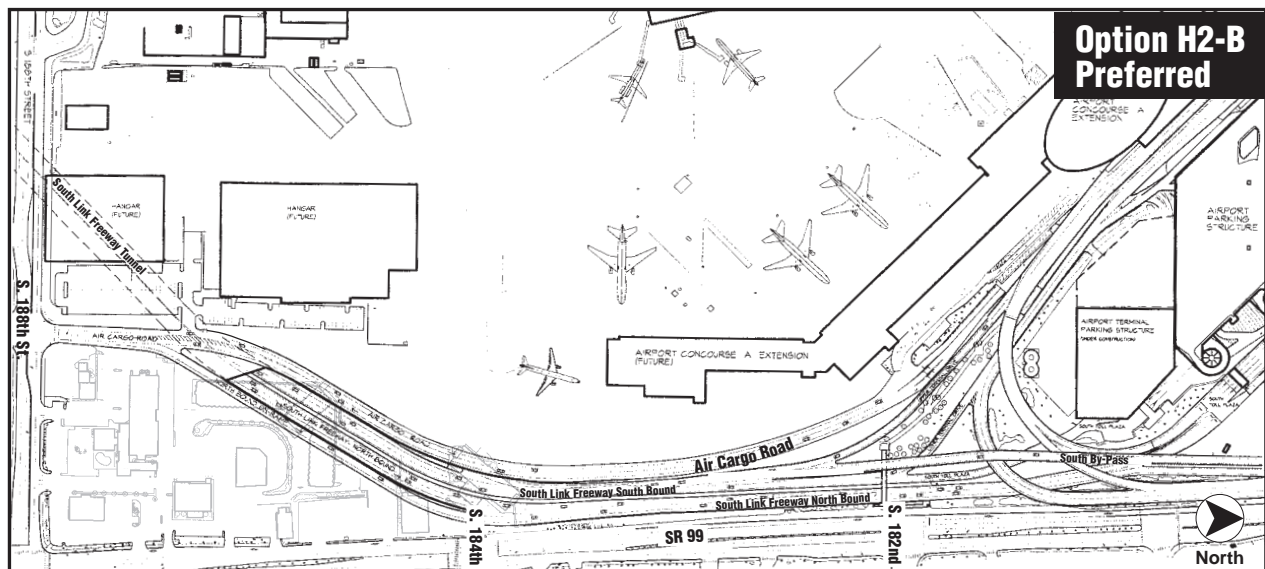
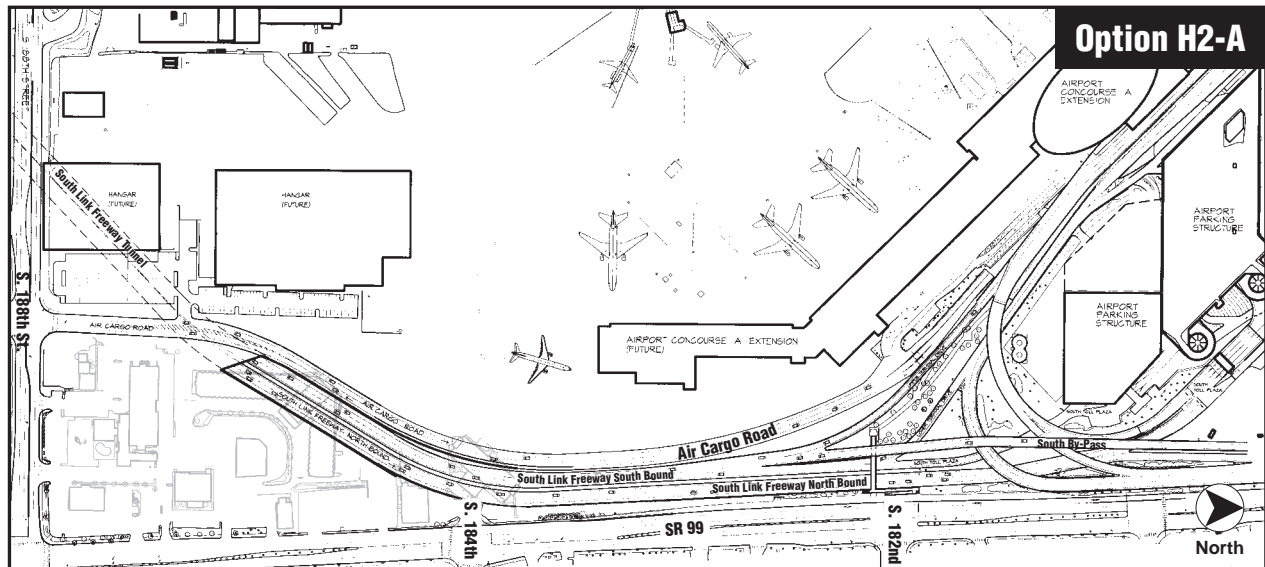
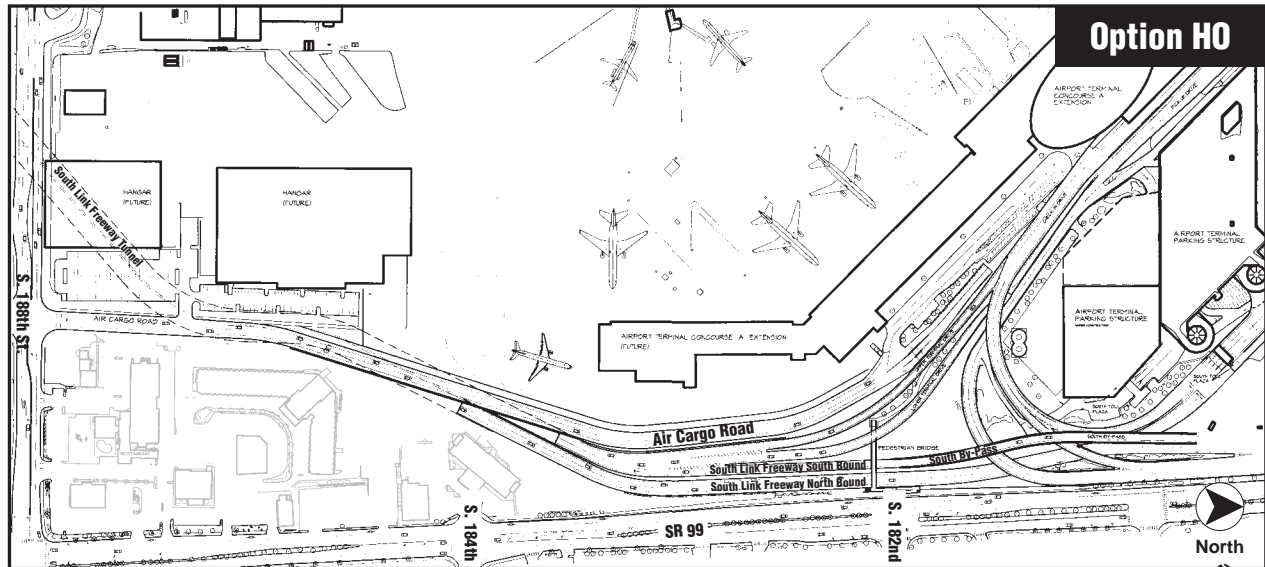
The South Airport Link, the northern 1,000 feet of the South Access Road that would connect to the existing Airport Terminal Drive system, has three design options. At the south end, each design option crosses beneath South 188th Street and the southeast corner of Sea-Tac Airport via a tunnel. At the north end, the design options would maintain both southbound and northbound connections from the upper and lower terminal drives. Under Design Option H0, Air Cargo Road and the South Access Road would be "stacked" via an extended "S"-curve tunnel structure (Figure 4.1-4). Under Design Option H2-A, Air Cargo Road and the South Access Road would generally parallel each other and would be separated by medians (Figure 4.1-4). Design option H2-B would be essentially the same as Design Option H2-A, except that it would provide local access routes for only northbound traffic from South 188th Street and 28th Avenue South (Figure 4.1-4). Design Option H2-B has been selected for inclusion in the preferred alternative.

Improvements to I-5

Southbound improvements to I-5 would include two new collector/distributor (C/D) lanes between the SR 509 convergence and SR 516, two new auxiliary lanes from SR 516 to South 272nd Street, and a new auxiliary lane from South 272nd Street to approximately South 310th Street, where the proposed project would match with an auxiliary lane to be constructed for the Sound Transit I-5 @ South 317th Street Direct Access Ramp project. On northbound I-5, a new auxiliary lane would extend between South 272nd Street and the SR 516 interchanges, and two new C/D lanes would start at the SR 516 interchange to serve I-5 traffic exiting to SR 509 and SR 516 traffic entering I-5. In addition, a South 228th Street extension and underpass would be constructed providing a direct connection to northbound I-5 from South 228th Street and from southbound I-5 to South 228th Street. Figure 4.1-5 presents a schematic of the I-5 improvements. These improvements would cover approximately 6.7 miles.

Alternative B

Under Alternative B, the SR 509 mainline would extend southward from its existing terminus at South 188th Street/12th Place South and intersect with I-5 in the vicinity of South 211th Street (Figure 4.1-6). The freeway extension and the South Access Road would generally parallel each other in a north-south orientation on the west and east sides of Des Moines Creek Park,



0 100 200
Approx.
Scale in Feet

FIGURE 4.1-4

South Airport Link Design Options

SR 509: Corridor Completion/I-5/South Access Road
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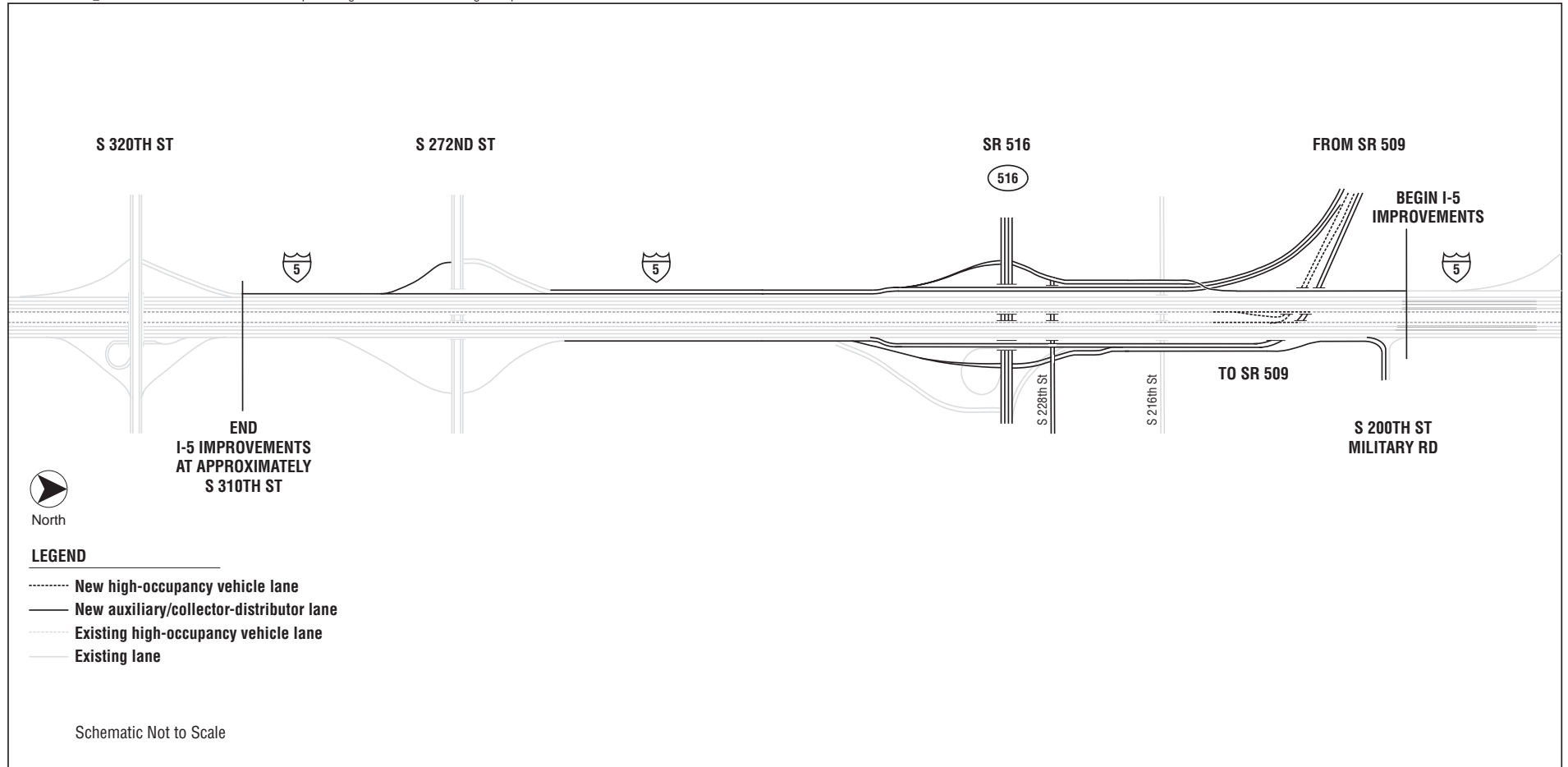


FIGURE 4.1-5

Schematic Drawing of I-5 Improvements

SR 509: Corridor Completion/I-5/South Access Road
Environmental Impact Statement

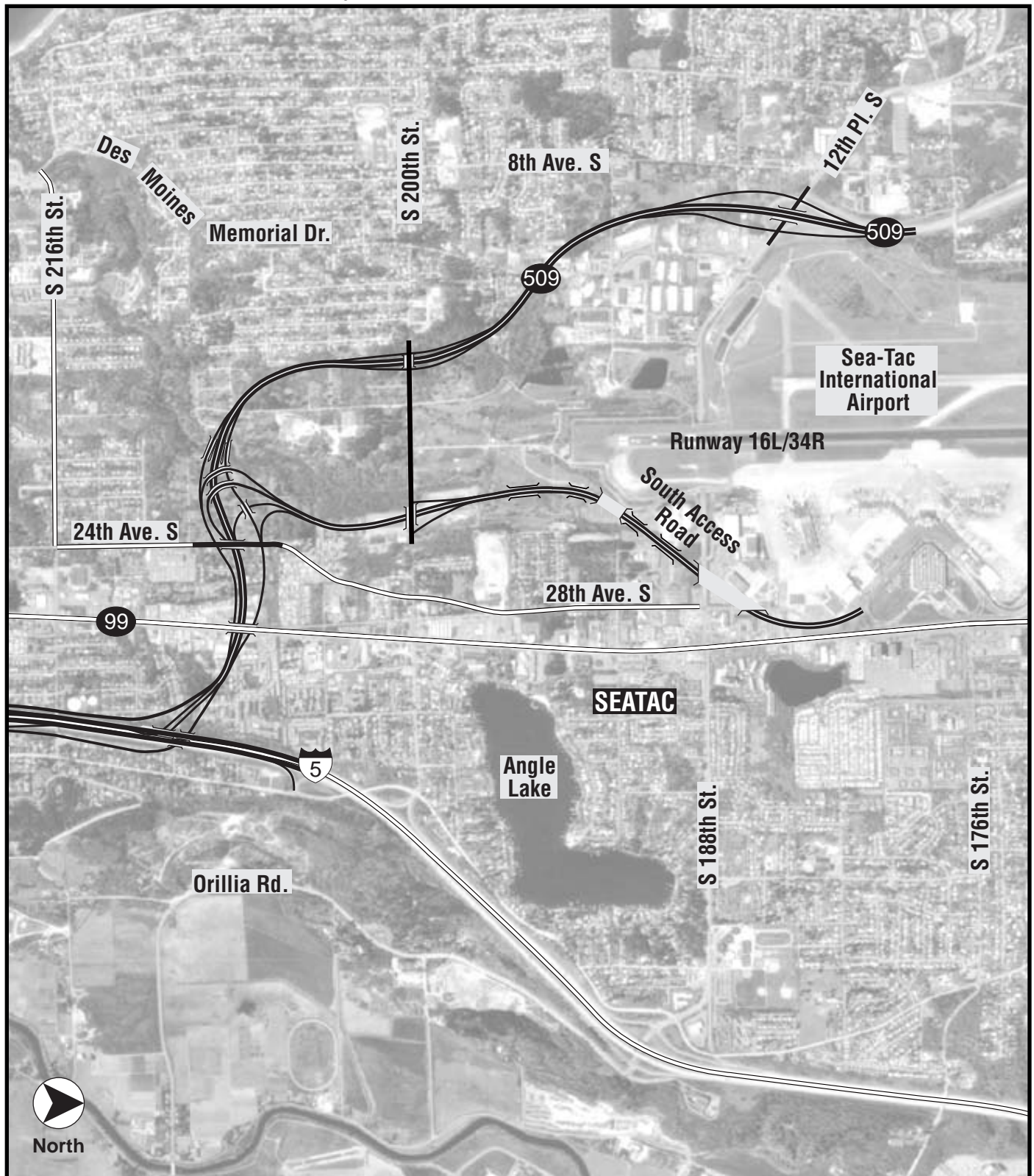


FIGURE 4.1-6

Alternative B

SR 509: Corridor Completion/I-5/South Access Road
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Legend

SR 509/South Access Road Improvements

Bridge

starting in the vicinity of South 208th Street and 24th Avenue South. The alignment would cross over Des Moines Creek and through Des Moines Creek Park at its narrowest point. The length of the SR 509 freeway extension, including the South Access Road, under Alternative B would be approximately 3.8 miles.

Alternative C2

Alternative C2 was identified as the preliminary preferred alternative in the Revised Draft Environmental Impact Statement (Revised DEIS). The National Environmental Policy Act (NEPA)/404 Merger Agreement Signatory Agency Committee (SAC) concurred with that decision prior to publication of the Revised DEIS in January 2002. The SAC includes representatives from U.S. Army Corps of Engineers (USACOE), National Marine Fisheries Service, U.S. Fish and Wildlife Service, U.S. Environmental Protection Agency, Washington State Department of Ecology (Ecology), and Washington State Department of Fish and Wildlife (WDFW). Roadway design associated with Alternative C2 within and adjacent to Des Moines Creek Park has been further refined based on comments received on the Revised DEIS from partnering agencies and the public.

The refinements include crossing the northeast corner of the park on two 60-foot-wide elevated structures separated by a distance of 30 to 40 feet in the park, rather than by a single 120-foot-wide elevated structure as proposed in the Revised DEIS. This refinement would further minimize impacts on Des Moines Creek Park because it would better integrate the roadway with the terrain, minimize the visual distraction to the park users, and reduce impacts on the wetland below the structures. The separate structures would reduce wetland shading anticipated with the single, wider structure and would allow light and precipitation to reach the underlying wetland vegetation.

The increased level of design detail is consistent with the intent of FHWA Technical Advisory T6640.8A (October 30, 1987), Section V (Environmental Impact Statement—Format and Content), Part E (Alternatives), which states:

“Development of more detailed design ... of one or more alternatives may be necessary ... to address issues raised by other agencies or the public.”

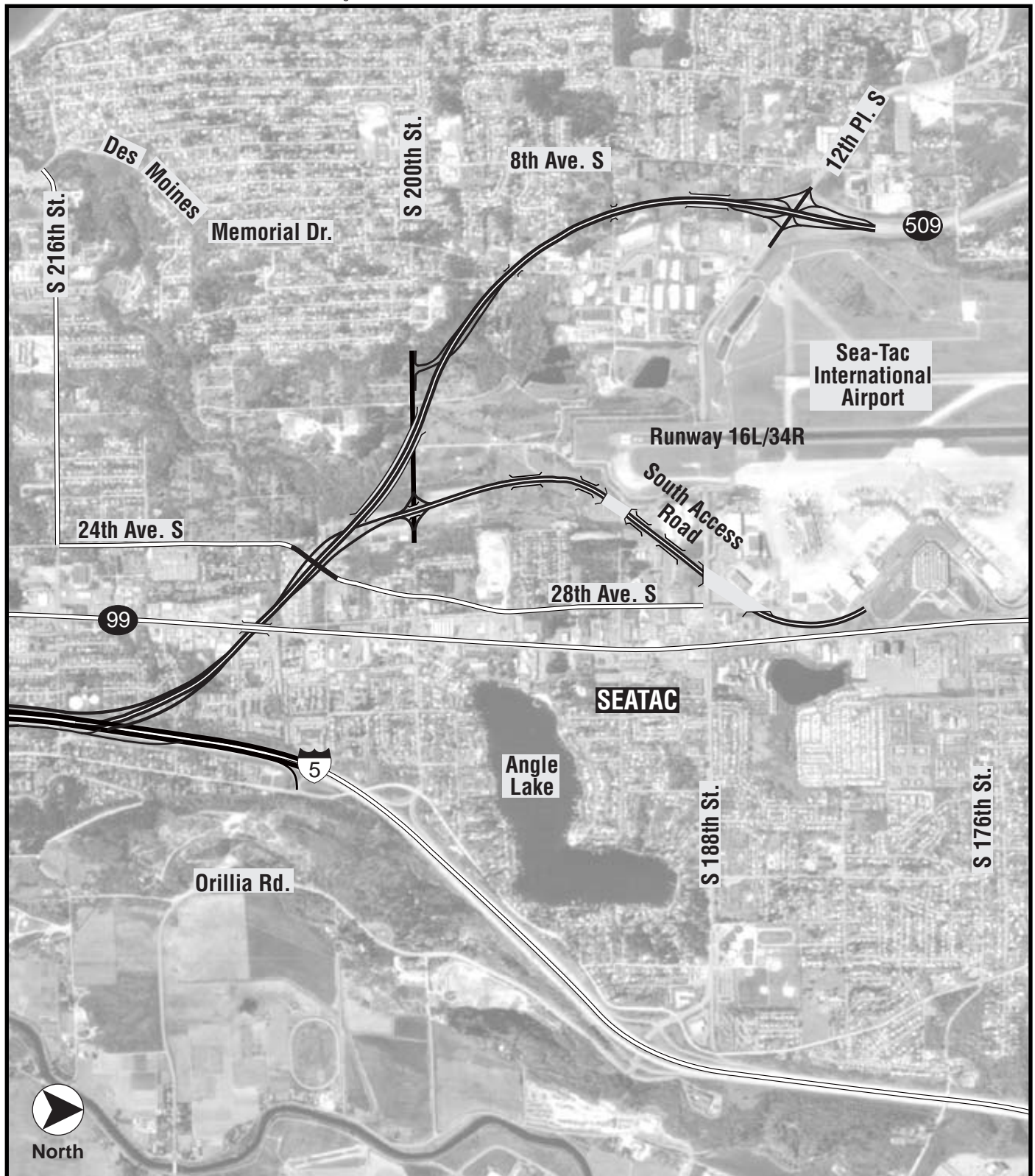
WSDOT selected Alternative C2 as the preferred alternative based on the benefits of these design refinements, agreement with the local officials with jurisdiction regarding the refinements (see Section 4.7, *Record of Coordination*), and concurrence from the SAC. Alternative C2 would provide the following benefits (when compared to the other build alternatives):

- It would cross the northeast corner of Des Moines Creek Park not currently used for recreation nor planned for future recreational development, leaving the rest of the park unaffected and contiguous.
- It would not significantly affect Des Moines Creek Park's continued recreation value, function, or use, although the recent design modifications would result in a larger roadway footprint than originally predicted in the Revised DEIS.
- It would minimize impacts on the underlying wetland.
- It would require the acquisition of the least amount of wetlands and would avoid all Category 1 wetlands.
- It would create the least amount of new impervious surface area.
- It would cause the fewest single-family residential displacements.
- It would avoid impacts on the Alaska Airlines Gold Coast Center.
- It would be the least expensive to build.

The design refinements discussed above are the only changes to Alternative C2 that would affect Des Moines Creek Park. Otherwise, and as noted in the Revised DEIS, Alternative C2 would begin at the existing SR 509 terminus at South 188th Street/12th Place South and intersect with I-5 in the vicinity of South 212th Street (see Figure 4.1-7). The South Access Road interchange with SR 509 would be in the vicinity of South 208th Street and 24th Avenue South. The length of the SR 509 freeway extension under Alternative C2, including the South Access Road, would be approximately 3.2 miles.

Alternative C3

Alternative C3 would begin at the existing SR 509 terminus at South 188th Street/12th Place South and intersect with I-5 in the vicinity of South 212th Street (Figure 4.1-8). Unlike Alternative C2, Alternative C3 (as well as Alternative B) has not been further refined since the publication of the Revised DEIS. Therefore, as envisioned in the Revised DEIS, Alternative C3 would cross the northeast corner and eastern edge of Des Moines Creek Park on a single 120-foot-wide elevated structure. If Alternative C3 were eventually selected as the preferred alternative, design refinements similar to those noted above for Alternative C2 would likely be implemented because of the benefits resulting from those refinements. The South Access Road interchange would occur in the vicinity of South 204th Street and 24th Avenue South. Under Alternative C3, the length of the SR 509 freeway extension (including the South Access Road) would be approximately 3.5 miles.



Legend

-  SR 509/South Access Road Improvements
-  Bridge

FIGURE 4.1-7

Alternative C2 (Preferred)

SR 509: Corridor Completion/I-5/South Access Road
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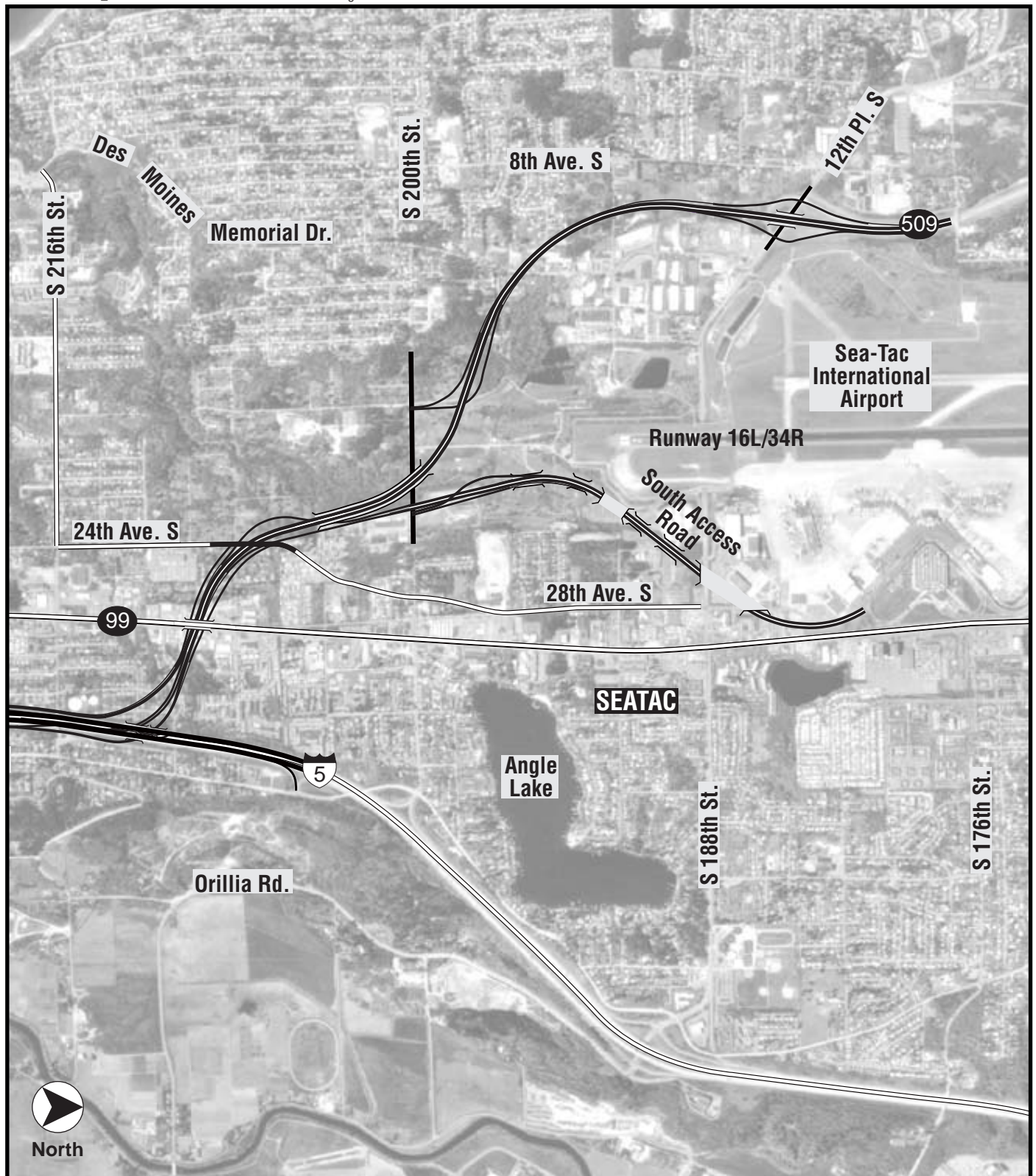


FIGURE 4.1-8

Alternative C3

SR 509: Corridor Completion/I-5/South Access Road
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Legend

-  SR 509/South Access Road Improvements
-  Bridge

4.2 Description of Section 4(f) Resources

During the course of conducting the impact analyses associated with this FEIS, it was determined that no currently recorded historic or archaeological properties in the project area that may be impacted by the project are on, or determined to be eligible for, the National Register of Historic Places (it has been a long-standing U.S. Department of Transportation/FHWA policy to apply Section 4(f) status only to historic or archaeological properties that meet that criteria). In addition, no designated wildlife or waterfowl refuges would be impacted by the project. As a result, this Section 4(f) Evaluation focuses exclusively on impacted publicly owned parks and specifically Des Moines Creek Park.

There are, however, other recreational facilities in the project area, as discussed in Section 3.10, *Social*, of this FEIS. There would be no direct impacts (property acquisition) on Midway Park, Linda Heights Park, or the Mark Twain Elementary School Playfield. Despite the proposed westward shift of I-5, because of construction of an earthen berm to accommodate the SR 509 to SR 516 southbound connector ramp, there would actually be a decrease in noise levels (between 1 and 5 A-weighted decibels [dBA] below existing levels in 2020) within Midway Park. Some trees immediately to the west of the existing I-5 right-of-way would be removed to accommodate the construction of the earthen berm. The loss of these trees, however, would not substantially impair the activities, features, or attributes of either the existing or proposed park area and thus would not constitute a constructive use as defined by Section 4(f).

Linda Heights Park and Mark Twain Elementary School Playfield would be expected to experience increases in noise levels of less than 1 dBA and 2 dBA, respectively. Increases at these levels would be unnoticeable to users of the two facilities and certainly would not substantially impair the activities, features, or attributes of these facilities. Removal of some trees immediately adjacent to I-5 to accommodate the proposed northbound auxiliary lane would not adversely affect views from Linda Heights Park. Native trees would be replanted either along the I-5 right-of-way or within the park limits. The existing berm between the Mark Twain Elementary School Playfield and the southbound on-ramp would be rebuilt slightly closer to the playfield, without affecting existing playfield use, and replanted with native vegetation. Eastward views from the playfield would be similar to current views. As a result, it is concluded that none of the potential proximity impacts would constitute a constructive use of either facility. As noted in Section 3.10, the Port of Seattle has the right to reduce the acreage or permanently close the Tyee Valley Golf Course, with a 30-day notice, to allow for its use by the Port or for other public projects. Based on currently known plans unrelated to the proposed project, it is likely that the course will be substantially reconfigured and likely closed prior to any construction for

the SR 509 project. As a result, the golf course is not considered protected under Section 4(f) and is not addressed in this Section 4(f) Evaluation.

4.2.1 Des Moines Creek Park and Trail

Current Use and Values

Des Moines Creek Park encompasses the largest natural preserve of woodland environment within the SeaTac/Des Moines area. The park is composed of 95.8 undeveloped acres of forest and stream habitat (Figure 4.2-1). The park is located along a steep ravine that runs from northeast to southwest from South 200th Street in SeaTac to South 216th Street in Des Moines. Primary access to the park is via a parking and trailhead area at South 200th Street. Footpaths also access the park from adjacent residential areas at the north end of 15th Avenue South and the east end of South 211th Place. The park is characterized by a relatively secluded setting, enhanced by the fact that residential buildings in surrounding areas have been removed through the Sea-Tac Airport Noise Remedy Program. Despite its secluded setting, it should be noted that the park is substantially affected by aircraft noise; further discussion of that impact is provided below. The park boundaries are discontinuous, being divided by the existing SR 509 right-of-way and the Midway Sewer District Treatment Plant (see Section 1.2 for a further discussion of the existing WSDOT right-of-way). The park is considered an important element of the local, community, and regional park systems.

Approximately 51.9 acres of the park lie within the City of SeaTac. While the City actively manages its portion of the park, King County is the current owner of the land. King County and the City of SeaTac are currently negotiating for the legal transfer of the property from the County to the City. Des Moines Creek Park is classified by the City of SeaTac as a "Community-Wide Resource." The primary management objective for such parks is to maintain their natural environment while providing recreational uses that do not adversely affect the setting. Approximately 43.9 acres lie within Des Moines, which classifies the park as a "Conservancy" and "Community" facility. Conservancy parks are intended for the protection and management of the natural/cultural environment, with recreation use as a secondary objective. Community parks—defined as including large passive areas, like Des Moines Creek Park—are intended to be "accessible to larger community populations on a managed basis, thus protecting the values that make the park an asset to the public."

Local planners and park administrators emphasize that the natural, undeveloped appearance is the primary characteristic that sets this park apart from other local parks in the vicinity, which makes the park very important to neighborhood, community, and regional populations. The park is seen by local planners, park administrators, and the public as a very important element to the future neighborhood, community, and regional park system in

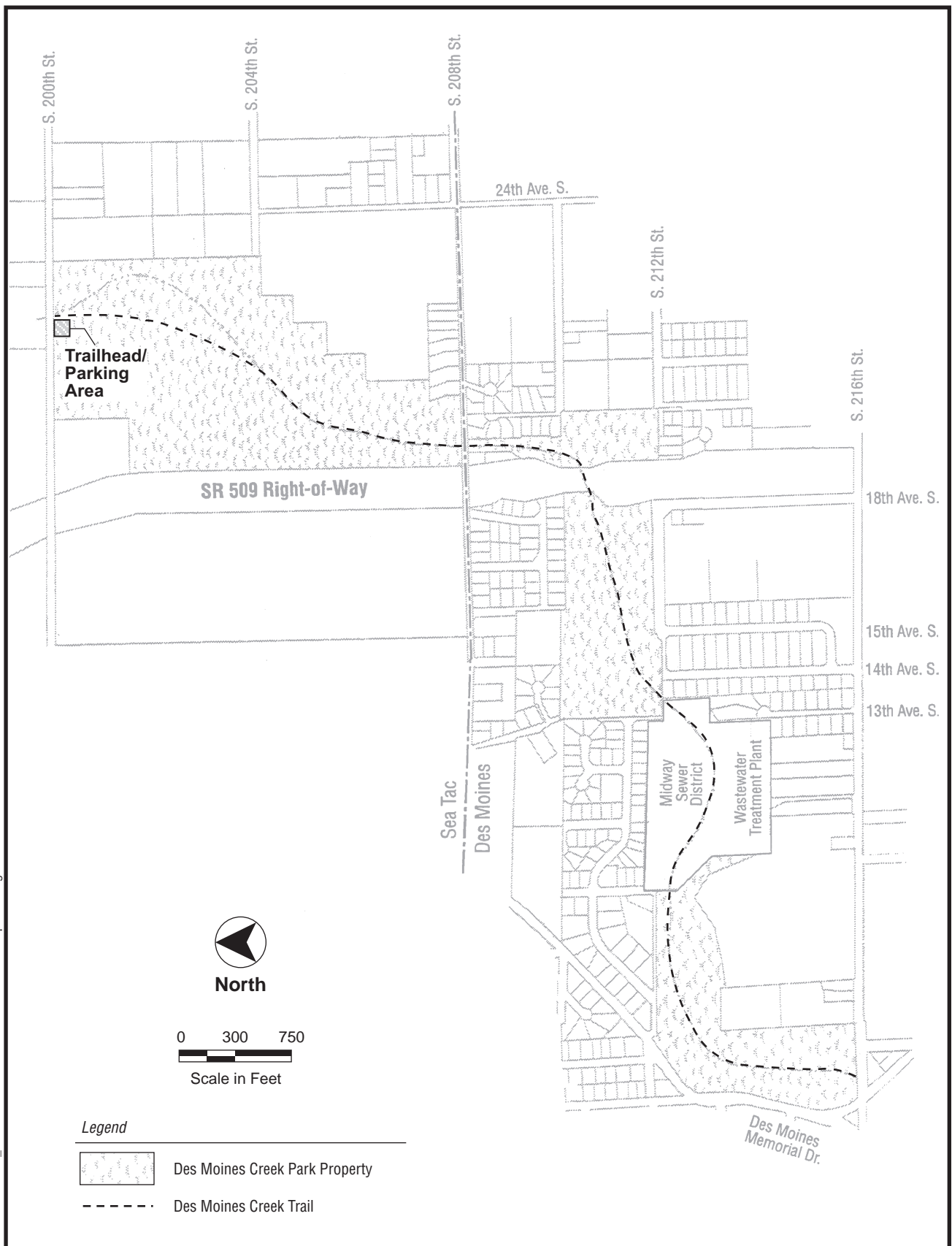


FIGURE 4.2-1

Des Moines Creek Park

SR 509: Corridor Completion/I-5/South Access Road
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the project vicinity (Thorell pers. comm. 1995). The primary value of the park is embodied in specific natural features, such as:

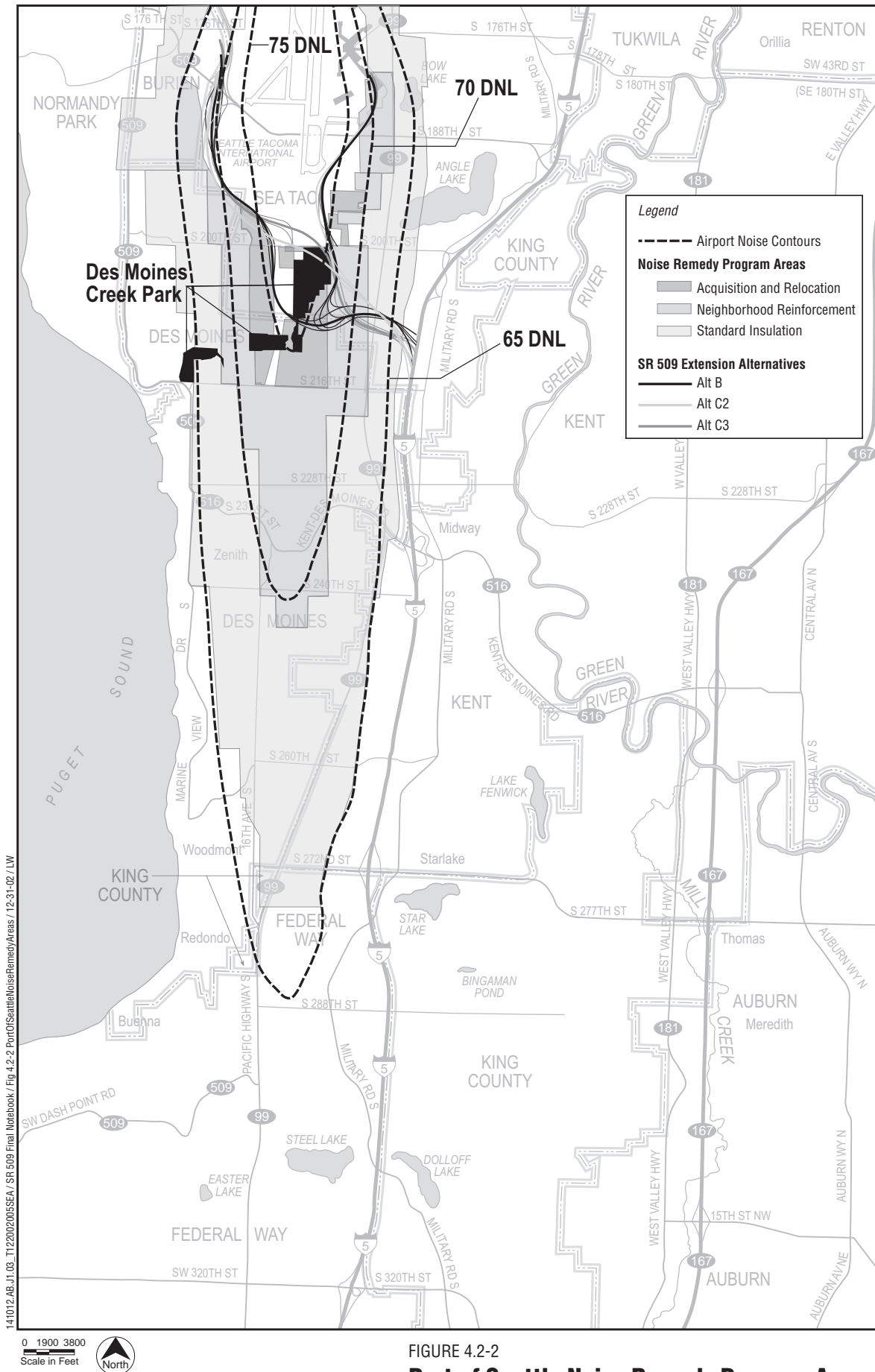
- An approximately 16-acre wetland located along Des Moines Creek in the northeast corner of the park, which corresponds to Wetland A (see Section 3.6, *Wetlands*)
- The riverine wetland and riparian areas along the entire creek, including Wetland 9 (see Section 3.6, *Wetlands*)
- The potential fisheries values of Des Moines Creek, which is classified as a King County Class 2 stream with salmonids
- The park's overall ecological importance as the largest linear block of relatively intact natural habitat remaining in the SeaTac and Des Moines area

The park is rare in the project vicinity with respect to these values.

The interior of Des Moines Creek Park is accessed primarily via the Des Moines Creek Trail at South 200th Street. In July 1998, the City of SeaTac completed construction of the trail from South 200th Street downstream along the creek to the Midway Sewer District Treatment Plant. Improvements to Des Moines Creek Trail between the treatment plant and Marine View Drive will be made by the City of Des Moines following the construction of a new bridge at Marine View Drive South that will allow the trail and creek to pass through an existing embankment. The City is also expected to coordinate future construction of the trail with plans by the Midway Sewer District to complete an outfall line currently being constructed along the unimproved access road through Des Moines Beach Park.

Consistent with the undeveloped nature of the park, except for the trail along Des Moines Creek and adjacent benches, there are no other facilities within the park.

Use of the Des Moines Creek Park and Trail is substantially affected by noise from aircraft departing from and approaching Sea-Tac Airport. All of the park in SeaTac and the northern portion in Des Moines are located within the Acquisition and Relocation area of the Sea-Tac Airport Noise Remedy Program (see Figure 4.2-2). The western portion of the park in Des Moines (west of the Midway Sewer District Treatment Plant) is located in the Standard Insulation area or is outside the Noise Remedy Program area. Noise levels at locations near the park but farther away from the aircraft approach/departure flight path exceed the 66 dBA noise abatement criteria (NAC) of both WSDOT and FHWA for Activity Category B land uses, which include picnic areas, recreation areas, and parks. Measured noise levels within the park show average levels of 71 to 75 dBA during periods when jet aircraft departures occur. In fact, based on the 1998 aircraft noise contours in the *Sea-Tac Airport Part 150 Study Update* (Port of Seattle 2000), aircraft noise



exposure within the park is in the range of 70 dBA day-night average noise level (DNL). It should be noted, however, that passing airplanes are a distinct and episodic noise source. During times when aircraft are not passing overhead, noise in the park is quite low because of its secluded nature and the absence of constant background noise sources. During times when there are no flights, background noise levels are as low as near 50 dBA. This "silent period" is rare, however, especially in the peak summer air travel period (May through September), which coincides with highest park use. The *Noise* section of this FEIS provides further details.

Future Use and Values

Future use of Des Moines Creek Park and Trail is formally guided by the Parks, Recreation, and Open Space elements of the *City of SeaTac Comprehensive Plan* (SeaTac 1994 with 1999 updates) and by the *Des Moines Park and Recreation Master Plan* (Des Moines 1997). The value of the park is largely dependent on the goals, strategies, and schedules for future park use as defined in these plans.

The Park, Recreation, and Open Space element of the SeaTac Comprehensive Plan includes specific policies, supportive discussion, and anticipated development timelines that place a high (short-term) priority on the development of the Des Moines Creek Trail and maintenance of the natural habitat values of the park. Retaining the "rich array of wildlife, wildflowers and access to water environment . . . is important to the quality of this park experience." Policy 9.9F directs the City to preserve the Des Moines Creek area while preserving the character and wildlife habitat and allowing for interpretive opportunities and linkage to regional trails. Policy 9.9G emphasizes a prohibition of vehicular traffic from the open space area south of South 200th Street.

The City of SeaTac's Comprehensive Plan envisions the northward extension of the Des Moines Creek Trail through Port property north of South 200th Street. The extension would connect to a new trail along the west side of the proposed new third runway. As previously noted, the City of Des Moines intends to extend the existing Des Moines Creek Trail from the Midway Sewer District Treatment Plant to Marine View Drive in conjunction with the construction of a new bridge at Marine View Drive. The trail will eventually extend to Des Moines Beach Park on Puget Sound.

The Des Moines Creek Trail's purpose is to allow people to experience a primarily natural setting. Des Moines and SeaTac Park administrators and planners for SeaTac and Des Moines indicate that Des Moines Creek Trail will provide a north-south link in regional trail connections. The trail would provide pedestrian/bicycle (and possibly equestrian) linkage between Des Moines Beach Park, Saltwater State Park, and other recreational facilities in Federal Way (via the Barnes Creek Nature Trail or another route), and North

SeaTac Park. It would potentially also link to recreational facilities in the Green River Valley east of the project vicinity.

Although no use projections have been developed for Des Moines Creek Park, both SeaTac and Des Moines park administrators and planning staff assume that the park will be a critical element in their attempts to meet recreational demand in the area. Consequently, the future recreational value of the park is considered important.

4.3 Impacts on Section 4(f) Resources

4.3.1 Alternative A (No Action)

The No Action Alternative assumes that several planned transportation improvements that are not a part of the proposed project would occur. The extent of the impacts potentially occurring to Des Moines Creek Park and other parks resulting from each project cannot be determined at this time, but will be evaluated in required environmental review documents or permit applications prepared by their proponents when these projects are proposed.

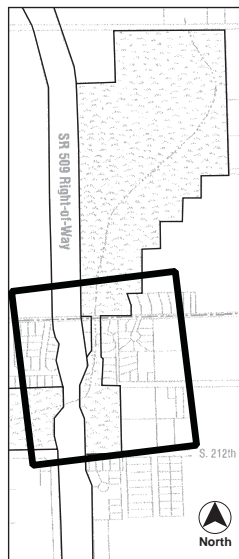
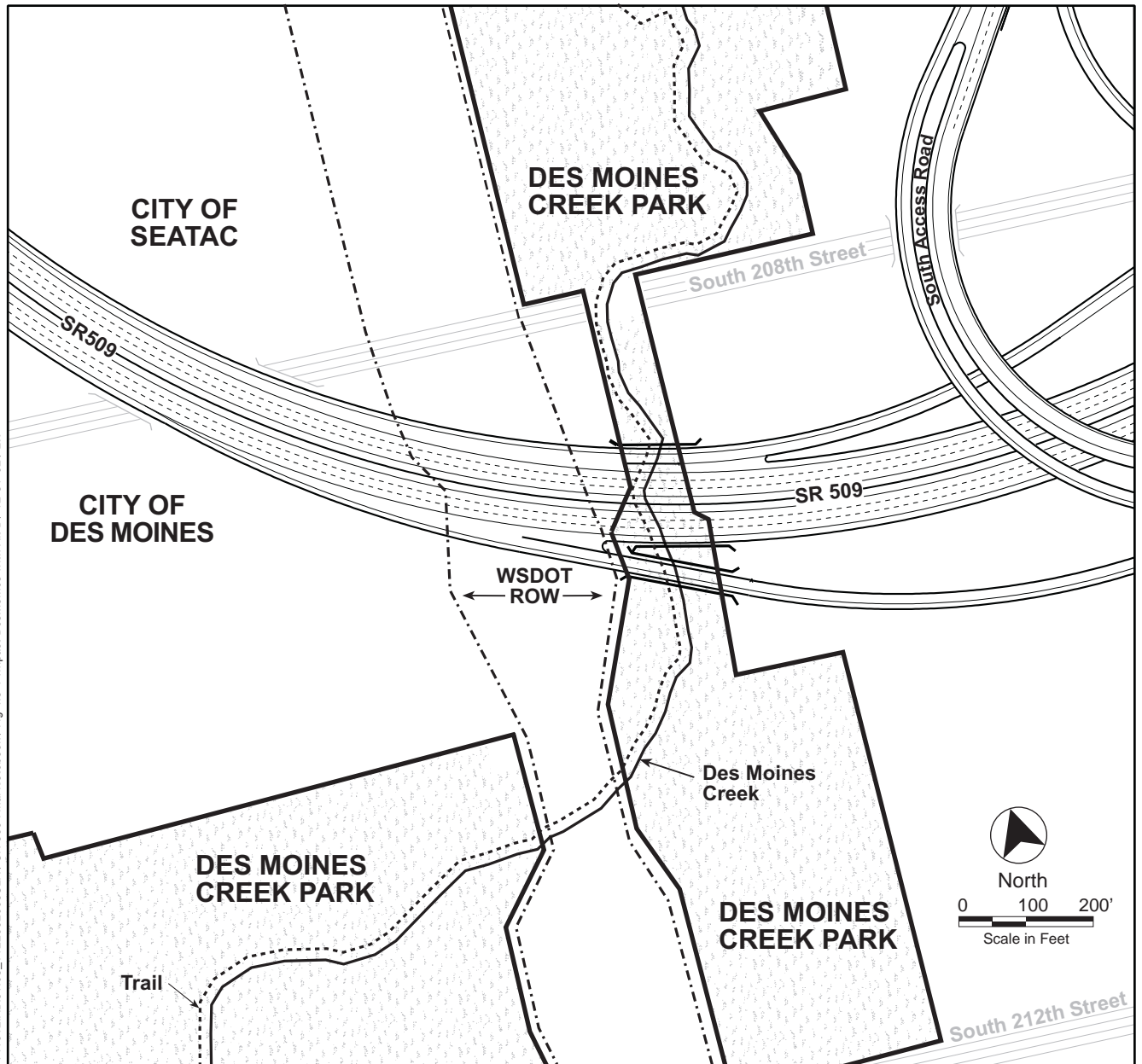
4.3.2 Alternative B

Des Moines Creek Park and Trail

Under Alternative B, two proposed bridge structures would cross through Des Moines Creek Park and over Des Moines Creek and Trail (a larger bridge for the main line and northbound on-ramp and a second bridge for the southbound off-ramp; Figure 4.3-1). The footprint of the two bridges would be acquired, amounting to 0.5 acre of park property. Because of the length of the span for the bridges (less than 150 feet each), it is assumed the bridges could be built without support piers actually being placed within the park. The impacted area would constitute less than 1 percent of the total park area.

The amount of parkland required would be limited by the fact that the roadway alignment would cross over the park at its narrowest point. This location, however, is also one of the most isolated, secluded, and pristine areas of the park. Noise levels at this location (based on extrapolation of data from other nearby noise receptors) are roughly 5 dBA less than those experienced near the existing Des Moines Creek trailhead along South 200th Street (and the area that would be impacted by Alternatives C2 and C3). Background roadway traffic noise is virtually nonexistent. Without aircraft operations, daytime noise levels at this location are in the 45 to 50-dBA range. This location is approximately 3,000 feet farther south of the airport runways than the trailhead area. Aircraft are considerably higher over this location and thus aircraft noise is slightly less (up to 2 dBA) than that

141012.AB.J1.03_T122002005SEA / SR 509 Final Notebook / Fig 4.3-1 Impact Des Moines with Alt B / 12-31-02 / LW



Legend





-  Park
-  Trail
-  Des Moines Creek
-  WSDOT Right-of-Way

FIGURE 4.3-1

Impacts on Des Moines Creek Park with Alternative B

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experienced at the trailhead. The project would introduce traffic noise into this relatively quieter area of the park and could have a substantial adverse impact on the use and enjoyment of the underlying Des Moines Creek Trail. At this location, the trail is situated in a narrow, woody ravine immediately adjacent to the creek.

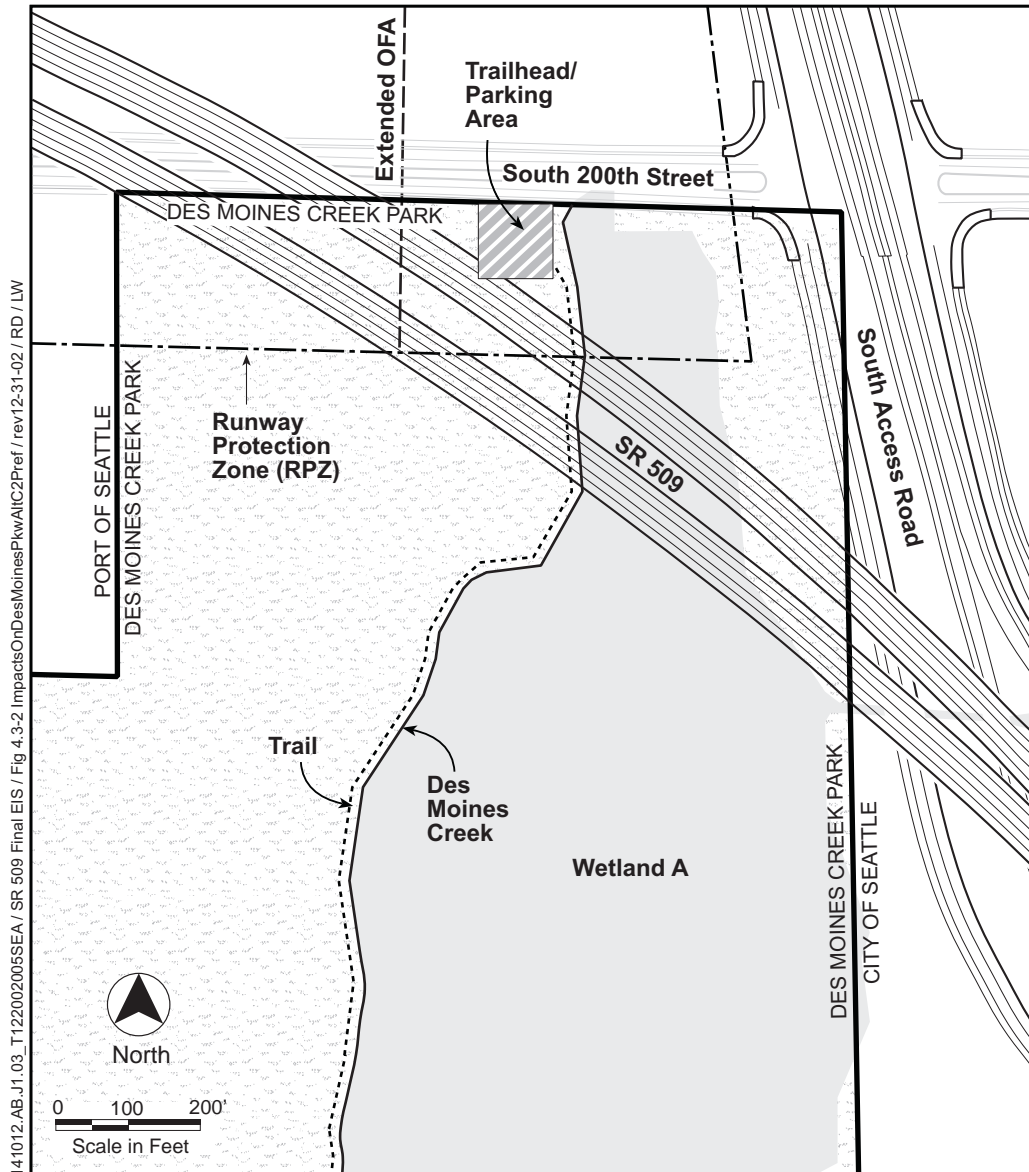
The sounds of the babbling creek are very evident. This location is a highlight of the trail experience. The noise of the relatively constant daytime traffic on the bridge overhead would substantially impact the natural setting and the enjoyment of this location.

In addition, numerous trees would be removed to accommodate the two bridge structures. Artificial shading would be created by the bridges. The bridge structures would dominate the trail user's view. The cumulative effect of these changes would be that the visual continuity of this natural stream valley would be interrupted and substantially impaired.

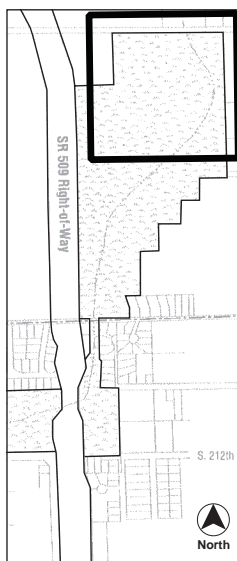
In discussion between WSDOT and the SeaTac and Des Moines park directors, the park directors have expressed concern about the character-changing effects of the proposed Alternative B crossing. This particular location is seen as having one of the highest values for recreational use within the park, worthy of protection. Given the choice, both directors were more supportive of Alternatives C2 and C3, in which impacts would occur where background noise is more prevalent and the recreational value is much less than Alternative B.

In conclusion, the proximity impacts caused by Alternative B—increased noise and visual effects—are considered a constructive use, as defined by Section 4(f), of Des Moines Creek Park. According to 23 CFR 771.135(p)(2), “Constructive use occurs when the transportation project does not incorporate land from a section 4(f) resource, but the project's proximity impacts are so severe that the protected activities, features, or attributes that qualify a resource for protection under section 4(f) are substantially impaired. Substantial impairment occurs only when the protected activities, features, or attributes of the resource are substantially diminished.” Based on the impacts to one of the most pristine and highly valued locations within Des Moines Creek Park, as previously described, Alternative B would be considered a constructive use, since those impacts would substantially impair the features and attributes of the 4(f) resource.

Alternative B would also affect a portion of Wetland 9, the riparian wetland along Des Moines Creek. Approximately 0.04 acre of Wetland 9 would be filled under this alternative. This wetland provides habitat for wildlife and fish, and constitutes a valuable natural feature for future interpretive opportunities for park users.



141012.AB.J1.03_T122002005SEA / SR 509 Final EIS / Fig 4.3-2 ImpactsOnDesMoinesPkwAltC2Pref / rev12-31-02 / RD / LW







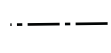
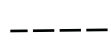
- Legend*
-  Park
 -  Wetland
 -  Trail
 -  Des Moines Creek
 -  Runway Protection Zone (RPZ)
 -  Extended Object Free Area (XOFA)

FIGURE 4.3-2

Impacts on Des Moines Creek Park with Alternative C2 (Preferred)

SR 509: Corridor Completion/I-5/South Access Road
Environmental Impact Statement

4.3.3 Alternative C2 (Preferred)

Des Moines Creek Park and Trail

The SR 509 mainline would cross the northeast corner of Des Moines Creek Park (see Figure 4.3-2). This roadway would be on two separate 60-foot-wide elevated structures within the park that would be approximately 1,000 feet long. The footprint of the two elevated structures and the 30- to 40-foot space between the structures would be acquired, amounting to 4.2 acres of parkland. In addition, a southbound frontage road providing access from South 200th Street to SR 509 would encroach into the extreme northeast corner of the park, requiring acquisition of an additional 0.5 acre of parkland. In total, 4.7 acres of parkland would be acquired for highway use under Alternative C2. The impacted area would constitute approximately 5 percent of the total park area, and 9.1 percent of the portion of the park within the City of SeaTac. The existing trailhead parking area along South 200th Street would be immediately adjacent to the northbound roadway structure; a small portion of this area (roughly 500 square feet or 5 percent of the total parking area) would actually be situated under the roadway structure. The structure would be well above the parking area (a minimum of roughly 35 feet high), which would allow for continued use of the entire parking area after construction. The height of both structures would also accommodate the continued use of the trail itself, although the trail would be covered for approximately 75 feet by the northbound structure and an additional 75 feet by the southbound structure. During actual construction of the elevated structure, the trailhead parking area and the northernmost 275 feet of the trail between the trailhead and the southern edge of the southbound structure would likely need to be closed for safety reasons. The SR 509 mainline would separate a small 2.1-acre triangular area to the northeast (between the mainline and the frontage road) from the remainder of the park to the south. Except for the trailhead parking area, much of this separated northern area is wetland and wetland buffer and not currently used for recreation, nor planned for future recreational development. The project would not make this area any less usable than it currently is. The rest of the park would remain unaffected and contiguous (for this reason, the SeaTac and Des Moines parks directors prefer Alternative C2 and C3, as compared to Alternative B).

Alternative C2 would cross Wetland A within Des Moines Creek Park on a bridge structure. The bridge span over Wetland A would vary in height between 30 and 46 feet. The northbound and southbound roadway structures would each be approximately 60 feet wide, and would be separated by 30 to 40 feet. The height of the bridge over the wetland, accompanied with the separation of the northbound and southbound roadways, would help to ensure the preservation of wetland function and health beneath the structures: More light and precipitation would reach the underlying wetlands and vegetation than would be possible if northbound and southbound lanes were both on the same span. It is estimated that 0.01 acre of the wetland would be used for the

placement of the roadway structures support columns. Wetland A would also have 0.09 acre of fill within an east ditch extension of the wetland. This wetland provides important habitat for wildlife and fish, and constitutes a valuable natural feature for future interpretative opportunities for park users.

The presence of the roadway structures would cause a visual impact for park/trail users. The structures would be a dominating visual feature for those who use the immediately adjacent trailhead parking area and the trail. This impact, however, would only be experienced at the northernmost 275 feet of the trail. In addition to the visual presence of the structures, a number of trees would need to be removed during construction and that portion of the trail actually under the structures (150 feet) would be shaded. The visual intrusion of the roadway structures could affect the enjoyment of the trail by some users.

Noise levels in the vicinity of the impacted area are higher than elsewhere in the park, the result of being closer to the south end of the airport runways and the vehicular traffic along South 200th Street. Because of this current level of background aircraft and vehicular noise, project-related increases in hourly average noise levels are not predicted to be substantial. During periods when southerly departures are in effect, there would be an increase of no more than approximately 1 dBA within the park immediately adjacent to SR 509. If peak-hour traffic coincided with times when aircraft would approach from the south, traffic noise levels could increase by up to 5 dBA in hourly average noise levels, which is considered insubstantial. It should be further noted that increased noise levels in this localized area would be diminished somewhat due to the height of the roadway structures.

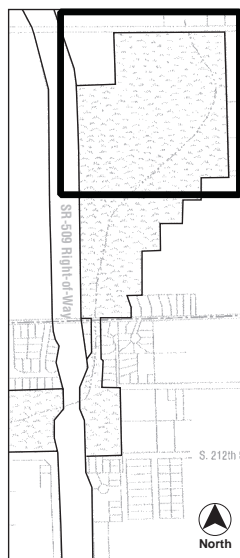
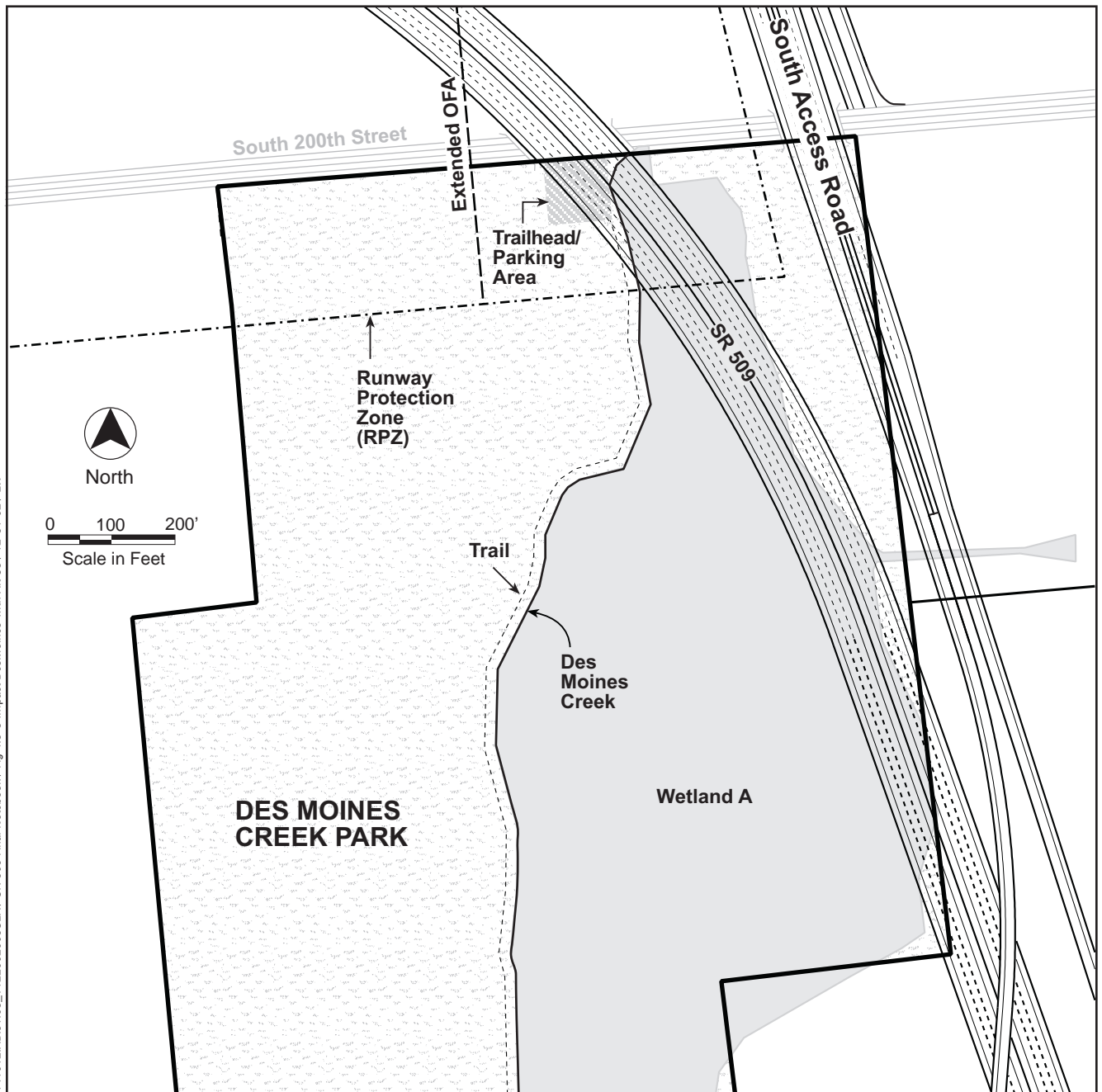
4.3.4 Alternative C3

Des Moines Creek Park and Trail

The following analysis of impacts related to Alternative C3 is based on the design details that were presented in the Revised DEIS. If the design refinements that have been incorporated into Alternative C2 were incorporated into Alternative C3 as well, similar changes in impacts as those described for Alternative C2 would be expected. In other words, Alternative C3 would result in a somewhat larger roadway footprint than what is reported in this Evaluation. Conversely, lesser shading impacts to the underlying wetland than reported in this section would also be expected.

The SR 509 mainline would cross the northeast corner of Des Moines Creek Park (see Figure 4.3-3). This roadway would be on a single 120-foot-wide elevated structure along the approximately 1,200-foot alignment within the park. The footprint of the proposed structure would require the acquisition of approximately 3.3 acres of parkland. The South Access Road would also encroach into the extreme northeast corner of the park; a retaining wall along the western edge of the roadway would limit the amount of additional

141012.AB.I1.03_T12202005SEA/ SR 509 Final Notebook / Fig 4.3-3 Impact Des Moines with Alt C3 / 12-31-02 / LW



Legend


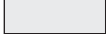




-  Park
-  Wetland
-  Trail
-  Des Moines Creek
-  Runway Protection Zone (RPZ)
-  Extended Object Free Area (XOFA)

FIGURE 4.3-3

Impacts on Des Moines Creek Park with Alternative C3

SR 509: Corridor Completion/I-5/South Access Road
Environmental Impact Statement

parkland to be acquired to 0.6 acre. The total area impacted (3.9 acres) would constitute approximately 4 percent of the total park area and 7.5 percent of the portion of the park in the City of SeaTac. The roadway structure would cover roughly 75 percent of the existing trailhead parking area. The structure would be well above the parking area (a minimum of 35 feet high) to allow for continued use after construction. The height of the structure would also accommodate the continued use of the trail itself; only about 75 feet of the trail would actually be covered near its northern terminus. During construction of the elevated structure, the trailhead parking area and the northern end of the trail would likely need to be closed for safety reasons. A small area of the park would be isolated between the SR 509 mainline structure and the South Access Road. This area is mostly wetland and wetland buffer and not currently used for recreation nor planned for future recreational development. The project would not make this area any less usable than it currently is. The rest of the park would remain unaffected and contiguous (for this reason, the SeaTac and Des Moines parks directors prefer Alternatives C2 and C3, as compared to Alternative B).

Alternative C3 would cross Wetland A within Des Moines Creek Park. Approximately 3.3 acres of the wetland would be covered by the elevated SR 509 mainline structure and the South Access Road. Covering of the wetland by the single 120-foot-wide elevated structure would result in greater shading effects to the underlying vegetation than for Alternative C2. Without the relatively narrower structures and the space between them as proposed in Alternative C2, less light and precipitation would likely reach the ground. It is estimated that 0.01 acre of the wetland would be used for the placement of the roadway structure support columns. No other impacts on the wetland are anticipated. This wetland provides important habitat for wildlife and fish, and constitutes a valuable natural feature for future interpretative opportunities for park users.

The presence of the roadway structure would cause a visual impact for park/trail users. The structure would be a dominating visual feature for those who use the immediately adjacent trailhead parking area and the trail. This impact, however, would only be experienced at the northernmost 75 feet of the trail. In addition to the visual presence of the structure, a number of trees would need to be removed during construction and that portion of the trail under the structure (75 feet) would be shaded. The visual intrusion of the roadway structure could affect the enjoyment of the trail by some users.

Similar to Alternative C2, noise levels in the impacted area are higher than elsewhere in the park, the result of being close to the south end of the airport runways and the vehicular traffic along South 200th Street. Because of this current level of background aircraft and vehicular noise, project-related increases in hourly average noise levels are not predicted to be substantial. During periods when southerly departures are in effect, there would be an increase of no more than approximately 1 dBA within the park immediately

adjacent to SR 509. If peak-hour traffic coincided with times when aircraft would approach from the south, traffic noise levels could increase by up to 5 dBA in hourly average noise levels, which is considered insubstantial. It should be further noted that increased noise levels in this localized area would be diminished somewhat due to the height of the roadway structures.

4.4 Section 4(f) Resource Avoidance Alternatives

The current build alternatives analyzed in this FEIS and Section 4(f) Evaluation were the result of a lengthy and exhaustive alternative development, evaluation, screening, and refinement process described in detail in Chapter 2 of this FEIS. None of these build alternatives are avoidance alternatives in the context of Section 4(f). As previously described, each alternative would cause distinct direct impacts and minor indirect impacts to Des Moines Creek Park.

Section 4(f) requires that, if impacts to a Section 4(f) resource are anticipated, feasible and prudent avoidance alternatives need to be identified, evaluated, and if determined to be feasible and prudent, selected for implementation. Since 1991, over 70 alternatives have been developed, analyzed, and refined or discarded (see Figure 2.3-3, Chapter 2). Some of those alternatives did avoid Des Moines Creek Park but through the evaluation process, WSDOT concluded that while engineeringly feasible, they did not achieve the purpose of the project and/or caused social and economic impacts of an extraordinary magnitude and thus could not be considered prudent. The following discussion provides the rationale for that conclusion.

As part of the preparation of the corridor-level DEIS in 1995 (FAA et al. December 1995), a number of avoidance alternatives were identified (see the Draft Section 4(f) Evaluation in the 1995 DEIS, pages 5-24 to 5-42). All but one of the 12 avoidance alternatives were eventually rejected because they failed to improve traffic conditions, would have had a major effect on the long-term economic sustainability of the SeaTac community, precluded development of the South Aviation Support Area (SASA), removed valuable developable land from the Port of Seattle's land base, and caused serious community disruption by displacing hundreds of residences.

During its review of the 1995 DEIS, the U.S. Department of the Interior contended that Avoidance Alternative 3DW was a feasible and prudent alternative to impacts to Des Moines Creek Park caused by Alternative 3 and that Alternative 3DW should be selected as the preferred alternative. As discussed in Chapter 2 of this FEIS, Alternative 3A, developed in the early phase of the project-level analysis, was a refinement of Alternative 3DW. Alternative 3A was eventually redesignated Alternative D. Alternative D avoided impacts to Des Moines Creek Park by keeping the SR 509 roadway within the existing state right-of-way beyond the southern boundary of the park.

Alternative D continued to be considered a viable alternative for inclusion in the project-level FEIS until WSDOT concluded, in consultation with other project partners and local agencies and resource permitting agencies, that Alternative D had clear conflicts with other essential regional projects important to the environment and economy of the project area, including the use of Wetland F for the Des Moines Creek Basin Plan regional detention facility; would cause substantial environmental impacts, including impacts on a Class One wetland and creating the most impervious surface area of any of the alternatives; and would conflict with FAA design standards. See Section 2.2.2 for further details regarding the elimination of Alternative D. The analysis was presented in a WSDOT position paper entitled *Screening of Alternatives C1 and D* and dated June 21, 2001. With the concurrence of all relevant parties, WSDOT dropped Alternative D from further consideration in summer 2001.

In addition to the avoidance alternative of impacts caused by the 1995 DEIS Alternative 3, a number of other alternatives were also developed during the early phase of the project-level analysis that were avoidance alternatives to the DEIS Alternative 2. Many were subsequently rejected for a combination of reasons, including intrusions into the airport's RPZ, significant impacts to residential neighborhoods, wetlands impacts, impacts to SASA property, and poor traffic operations. The best alternatives were eventually designated Alternatives B and C. Alternative B minimizes impacts to Des Moines Creek Park by crossing the park at its narrowest point. Alternative C was a true avoidance alternative by traversing through the northern portion of the Runway Protection Zone (RPZ) and a portion of SASA north of the park.

Subsequently, however, FAA expressed concerns about Alternative C and indicated that a tunnel would be required due to the location of the roadway within the northern portion of the RPZ. The costs associated with such a tunnel (estimated at roughly \$12 million) and the associated safety concerns for motorists possibly trapped in the tunnel during an accident raised issues of the prudence of Alternative C. The USACOE and the Washington State Department of Ecology did not support the more than 3 acres of impact of Alternative C on a class one wetland. This same wetland is an essential component of the Des Moines Creek Basin; impacting the wetland would reduce its capacity as a proposed regional detention pond and water quality treatment facility. In addition, the Port of Seattle argued that the alignment proposed by Alternative C would render SASA unusable for its intended use.

A WSDOT Value Engineering study concluded in February 1999 that it would be feasible and appropriate to relocate SR 509 farther south than proposed by Alternative C. Two alternatives to Alternative C were developed—C2 and C3—both of which avoided the need for the tunnel and impacts to SASA, as well as impacts to the class one wetland and its use as part of the Des Moines Creek Basin Plan, but directly impacted the northeast corner of Des Moines Creek Park.

In July and August 1999, WSDOT met with FHWA, the Port of Seattle, and the park planners from SeaTac and Des Moines to discuss the fact that while Alternative C1 (redesignated from C at the same time as the development of C2 and C3) avoided Des Moines Creek Park, it was probably no longer a prudent avoidance alternative in light of cost and safety issues (required a tunnel under the Extended Object Free Area); precluded development of SASA by cutting through a large portion of the area; conflicted with implementation of the Des Moines Creek Basin Plan by preventing the use of Wetland F for the proposed regional detention center and permitting difficulties related to Class One wetland impacts that had been raised by a number of agencies and concerned parties. See Section 2.2.2 for further details regarding the elimination of Alternative C1. FHWA concurred that even though Alternative C1 was a true avoidance alternative, it was not a prudent alternative and should not be carried forward in the project-level EIS process. FHWA and the local agencies also concurred that it was reasonable to include only non-avoidance alternatives—B, C2, and C3—in the FEIS, as long as acceptable mitigation measures and other design efforts to minimize impacts were committed to by WSDOT as part of the overall project (see the *Measures to Minimize Harm* section below).

Based on this lengthy and exhaustive process, WSDOT has reasonably concluded that there are no other feasible and prudent avoidance alternatives and that the three build alternatives analyzed in this FEIS reflect all possible planning to minimize harm to Des Moines Creek Park and are considered prudent because they do not cause extraordinary impacts and costs. Section 4(f) is clear that if there are no feasible and prudent avoidance alternatives, other alternatives that reflect all possible planning to minimize harm may be selected as the preferred alternative.

4.5 Measures to Minimize Harm

Highway design, engineering, and construction measures have been incorporated to the greatest extent possible to avoid or minimize right-of-way acquisition of the impacted park. For example, Alternative B would minimize the acreage impacts on Des Moines Creek Park by crossing the park at its narrowest point. Alternatives C2 and C3 would minimize impacts on Des Moines Creek Park by crossing a corner of the park not currently used for recreation and placing the SR 509 mainline on elevated structures that would minimize impacts to the continued use of the trail and parking area and impacts to the wetland. A retaining wall along the western edge of the South Access Road under Alternative C3 would minimize the amount of additional parkland that would need to be acquired. As noted in the analysis of impacts of Alternative C2 and C3 (Sections 4.3.3 and 4.3.4), the design refinements associated with Alternative C2 have resulted in a larger roadway footprint in the park (as a result of two elevated roadway structures) but less impact on the underlying wetland. The single elevated roadway structure with

Alternative C3 would result in a smaller footprint but greater impacts on the wetland (as a result of increased shading and precipitation blockage).

Where impacts are unavoidable, potential mitigation measures are listed below.

4.5.1 Des Moines Creek Park and Trail

- Based on an Interagency Letter of Understanding between WSDOT and the City of SeaTac (approved on November 19, 2002), WSDOT would replace the parkland acquired with an equal amount of acreage of reasonably equivalent or greater recreational utility within the existing SR 509 right-of-way north of South 208th Street and immediately adjacent to Des Moines Creek Park's western boundary or another mutually agreeable location. This land trade agreement will allow for the acquisition of needed public land at a reduced cost to the project.
- WSDOT is committed to financially assisting in the construction of the new Marine View Drive bridge over Des Moines Creek at the western edge of the park. This new bridge will include an underpass that will allow Des Moines Creek Trail users to reach the Puget Sound shoreline, thus expanding trail use opportunities. The new bridge is also one of five projects comprising the Des Moines Creek Basin Plan (to which WSDOT is a partner), and thus will help implement the water quality and fish habitat improvement goals of the plan which will, in turn, result in greater recreational value for the park.
- Depending upon the final design, both Alternatives C2 and C3 may require the relocation of the trailhead and associated parking area within Des Moines Creek Park. If so, as mitigation, a new trailhead/parking area and a connection to the existing trail would be developed slightly west of the existing trailhead.
- To ensure that natural values of the park are maintained, WSDOT is committed to the following specific measures:
 - where possible, snags, brush piles, and downed trees would be left in forested and wetland areas and along streambanks where they can provide for and sustain a variety of habitats
 - construction activities would be scheduled to take into account timing recommendations from WDFW and other agencies to avoid disturbing breeding wildlife in sensitive habitats or critical fish migratory, spawning, or rearing periods
 - all streams would be crossed with bridges to minimize impacts on streams and fish habitat

- all Category 1 wetlands would be avoided and all Category 2 wetlands would be spanned by bridges
 - shading impacts at bridge crossings would be mitigated by planting native shade-tolerant species
 - appropriate construction best management practices (BMPs) would be selected to prevent or reduce potential impacts on surface water quality
 - outfalls from proposed stormwater facilities would be designed to dissipate the energy of the discharged water to prevent streambed scouring and, where practical, outfalls would be designed to improve fish habitat by including alcoves of low-velocity water
 - areas disturbed by construction would be restored by replanting with native trees and shrubs
- WSDOT and the SeaTac Parks Department director have agreed to integrate a northward extension of the Des Moines Creek Trail into the design of the SR 509 improvements should a build alternative be selected. As currently designed, the trail would cross South 200th Street near the entrance to Des Moines Creek Park and parallel South 200th Street westward along the north side of the arterial. The trail would turn in a northerly direction west of the South 200th Street/SR 509 intersection. The trail would continue northward along the western edge of the proposed SR 509 fill slopes. The trail would terminate at South 188th Street, with future linkages to the regional trail network to be completed by others. The trail extension has received concurrence from the SeaTac City Council.
 - If the trailhead parking area and trail (under Alternatives C2 and C3) or the trail only (Alternative B) need to be closed during construction for safety reasons, alternate facilities would be provided to ensure continued use of the park.

Other more general mitigation measures would include:

- Coordination with local municipal parks and recreation planners on how to maintain park functions and values
- Landscaping to minimize visual and noise impacts
- Special signage to direct park users to park access points
- Provision of park and trail enhancements, such as interpretive signage and/or viewing areas, consistent with local jurisdictions' plans for the facilities

4.6 Record of Coordination

The following discussion summarizes the coordination efforts between the WSDOT EIS team and local and federal agencies and jurisdictions related to this Section 4(f) Evaluation.

Tier 1 Draft EIS Efforts (1992-1995)

October 5, 1992—Memo from Cheryl Eastberg (SeaTac Planner), to Christina Olson (WSDOT). Information regarding status of Des Moines Creek Park ownership, park values and City plans for park, and maps showing trail interconnections.

June 10, 1994—Meeting between Robert Ruth (Des Moines Senior Planner) and Michael Gallagher (CH2M HILL). Discuss overall land use issues associated with project.

June 10, 1994—Meeting between Michael Booth (Senior Planner), Jack Dodge (Principal Planner), Stephen Butler (Principal Planner), Michael Knapp (Planning and Community Development Department Director) of SeaTac, and Michael Gallagher. Discuss overall land use issues associated with project, and existing and future uses of Des Moines Creek Park.

June 13, 1994—Memo from Cheryl Eastberg (SeaTac Parks Project Coordinator) to Christina Olson. Information regarding Des Moines Creek Park values and plans, including SeaTac's Draft Comprehensive Plan, Parks, Recreation, and Open Space Element.

June 15, 1994—Telephone call from Michael Gallagher to Geraldine Poor (Port of Seattle Planner) to discuss the Port's lease agreement with the Tyee Golf Course operator.

June 16, 1994—Meeting between Jose Miranda (FHWA), Christina Olson, Larry Ross (WSDOT), Brent Campbell (CH2M HILL), Bob Swope (CH2M HILL) to review and discuss potential Section 4(f) issues. Concurrence reached that Barnes Creek Trail and Tyee Golf Course properties were not subject to Section 4(f) evaluation requirements because of existing lease agreements that clearly identified recreational uses as being contingent upon the properties not being needed for transportation-related purposes.

June 27, 1994—Transmittal from Geraldine Poor (Port of Seattle) to Michael Gallagher including POS lease agreement with Tyee Golf Course operators.

July 6, 1994—Telephone conversation between Michael Gallagher and Cheryl Eastberg (City of SeaTac) to clarify location of the existing and proposed trail system associated with Des Moines Creek Park or that might

be affected by the proposed project. Also discussed overall existing uses, values and planned uses of the park.

Eastberg indicated that the highway and park might be able to coexist, but there might be substantial impairments to the park values resulting from noise and visual impacts to the natural setting. Providing trail crossings would help offset impacts.

July 13, 1994—Telephone conversation between Michael Gallagher to Jon Jainga (Des Moines, Assistant Parks and Recreation Director) to identify existing uses, values, and future plans for Des Moines Creek Park.

July 13, 1994—Telephone conversation between Michael Gallagher to Dale Shroeder (Des Moines Public Works Director), who is working with SeaTac on the Des Moines Creek Trail Project. The city has secured some funding in the CIP for the project. Provided information on Des Moines Creek Park size, and existing characteristics of the trail.

March 9, 1995—Meeting of the SR 509/South Access Road Steering Committee, to review the Section 4(f) Evaluation issues. Preliminary conceptual avoidance alignments reviewed and slightly modified for the evaluation by the Committee for each of the proposed build alternatives. Concept of screening (eliminating) some alternatives based on their relatively higher impacts than other similar alternatives, and choosing a representative alternative approved. Evaluation criteria to be used on a corridor level of analysis presented and approved.

March 10, 1995—Meeting between Michael Gallagher, Cheryl Eastberg, and Thomas Fus (SeaTac Assistant City Manager) to discuss the potential impacts of the proposed build alternatives, review avoidance alternatives, identify data needs for the evaluation, discuss significance of potential impacts, and identify minimization opportunities/limits. Conclusions included: Since public recreational opportunities are very limited in this portion of SeaTac, Des Moines Creek Park is quite important to neighborhood, community-wide, and even regional populations (due to trail's central function to regional trail system). The overall goals for the park focus on keeping the "pristine" nature of the park. Although airplane noise affects the park, constant highway noise could further impact park values.

March 10, 1995—Meeting between Michael Gallagher, Jon Jainga, and Corbett Loch (Des Moines Planning Manager) to discuss the potential impacts of the proposed build alternative, review avoidance alternatives, identify data needs for the evaluation, discuss significance of potential impacts, and identify minimization opportunities/limits.

March 15, 1995—Telephone conversation between Mike Gallagher to Geraldine Poor (Port of Seattle) to discuss the avoidance and minimization

options, particularly with respect to avoiding the Des Moines Creek Technology Campus site by moving the alignment as far west on the site as possible. Poor provided additional information about the airport safety clear zone expansion, and a (probable) large jurisdictional wetland located on POS and Des Moines Creek property. This call was followed by a facsimile transmittal from Poor to Gallagher, showing the probable wetland location.

March 17, 1995—Transmittal from Denis Staab (Des Moines City Clerk) to Mike Gallagher of city ordinances defining boundary of Des Moines Creek.

March 20, 1995—Transmittal from Denis Staab (City of Des Moines) of exhibit showing official Des Moines Creek Park boundary.

March 21, 1995—Telephone conversation between Mike Gallagher to Cheryl Eastberg (City of SeaTac) to obtain clarification on acreage of Des Moines Creek Park.

March 22, 1995—Telephone conversation between Mike Gallagher to Patrice Thorell (Des Moines Parks Director) to review the project. She expressed concern about potential impacts to Des Moines Creek Park resulting from the build alternatives, particularly impacts to the natural setting.

June 16, 1995—Copies of the preliminary Section 4(f) Evaluation furnished to the City of SeaTac and the City of Des Moines for review and comments.

November 20, 1995—Meeting of FHWA, WSDOT, and park officials of SeaTac and Des Moines to discuss the status of planning for the Des Moines Creek Trail.

December 1995—*SR 509/South Access Road Corridor Project, Draft Environmental Impact Statement and Section 4(f) Evaluation* (FAA et al. December 1995) issued for public review and comment.

Revised DEIS Efforts (1996 to Present)

March 18, 1996—Letter from Willie R. Taylor (Director, Office of Environmental Policy and Compliance, U.S. Department of the Interior [DOI]) to Gene Fong (Division Administrator, FHWA) with comments on the 1995 DEIS. The letter indicated that DOI considered Avoidance Alternative 3 DW to be the most feasible and prudent alternative because it avoided impacts on Des Moines Creek Park, SASA, and the proposed Airport Safety Zone Extension. The letter indicated that DOI had no objection to Section 4(f) approval if Alternative 3 DW was selected as the Preferred Alternative and that measures to minimize and mitigate for proximity impacts were coordinated with and approved by the Parks and Recreation Departments of both Des Moines and SeaTac.

September 29, 1998—Letter from Cayla Morgan (Airport Planner/Environmental Specialist, Federal Aviation Administration [FAA]) to Susan Everett (WSDOT) outlining FAA’s position regarding the alternative project alignments vis-à-vis designated RPZs in the vicinity of Sea-Tac International Airport. The letter strongly encouraged consideration of moving the alignments as far to the south end of the RPZ as feasibly possible; the FAA could accept such a proposal without requiring the construction of a roadway cover. The letter also indicated that FAA would likely discourage any alignment that may significantly impact SASA development.

July 19, 1999—Meeting between WSDOT, Port of Seattle, City of SeaTac and Des Moines parks departments, and FHWA representatives to discuss the effects of the build alternatives on Des Moines Creek Park. The consensus of this group was that despite the impacts to the park, Alternatives C2 and C3 appeared more feasible and prudent than the Avoidance Alternative C1. The City of SeaTac (within which most park impacts would occur) identified what it considered to be reasonable mitigation for the impacts, including replacing the impacted land with equivalent recreational land and extending the existing Des Moines Creek Trail north of South 200th Street. The meeting attendees also stated that they did not support Alternative B because the proposed alignment would bisect the park, in comparison to Alternatives C2 and C3, which would cross the relatively unused northeast corner of the park.

August 25, 1999—Voice mail message from Bryan Bowden (National Park Service) to Susan Everett (WSDOT). His message indicated that as long as the Section 4(f) Evaluation clearly demonstrates that other alternatives were considered but they are simply not viable or feasible and if there is adequate consultation with the local parks and recreation officials and they are satisfied with the review, conclusions, and proposed mitigation, the National Park Service will be satisfied.

August 26, 1999—Meeting between WSDOT and FHWA to review the build alternatives currently under consideration. FHWA concurred with the WSDOT conclusion that even though Alternative C1 was a true Section 4(f) avoidance alternative, it was probably not a prudent avoidance alternative and should not be carried forward in the EIS process. FHWA also concurred with the inclusion of the non-avoidance Alternatives C2 and C3 in the evaluation.

May 18, 2000—Letter from Cayla Morgan (Environmental Specialist, FAA) to Susan Everett (WSDOT) regarding FAA’s position on the location of the proposed northern extension of Des Moines Creek Trail (part of the proposed Section 4(f) mitigation package). The letter indicated that FAA would support the trail alignment as long as it is located on the furthestmost edge of the RPZ (along the west side of the SR 509 roadway).

June 15, 2000—Des Moines Trail Extension meeting attended by representatives from WSDOT, Port of Seattle, the Cities of SeaTac and Des

Moines, and FAA. In general, the proposed extension was acceptable to those present as mitigation for the impacts to Des Moines Creek Park. The City of SeaTac was concerned about how the trail would provide connectivity to the north. It was agreed that this was a coordination issue between SeaTac and the Port of Seattle, unrelated to the proposed SR 509 mitigation package.

June 29, 2000—Meeting between John White and Brian Roberts (WSDOT) and Tim Heydon and Corbett Loch (City of Des Moines) regarding possible impacts on the Pacific Ridge neighborhood and on Midway Park. The City staff indicated that the City might be willing to adjust the proposed eastern boundary of the park to avoid any direct impact on the future park boundary as a result of proposed improvements along I-5. In return, the City would seek assistance from WSDOT in enhancing the remaining park area.

November 16, 2000—Letter from Calvin Hoggard, City of SeaTac City Manager, to John White (WSDOT) indicating that the SeaTac City Council concurred with the proposed mitigation for impacts on the Des Moines Creek Park.

December 19, 2000—Letter from Connie Blumen, King County Park System, to Brian Roberts (WSDOT), indicating that because King County was negotiating with the City of SeaTac for the transfer of Des Moines Creek Park to the City of SeaTac, the City should have the primary role in determining adequate mitigation and compensation for impacts on the park.

May 5, 2001—Field visit of Midway Park by CH2M HILL staff.

May 30, 2001—Received faxes from Corbett Loch (City of Des Moines) with Midway Park master plan and relevant sections of the Pacific Ridge element of the Greater Des Moines Comprehensive Plan.

June 21, 2001—WSDOT prepared a position paper entitled *Screening of Alternatives C1 and D*. The purpose of the white paper was to describe the reasoning behind the decision to eliminate these alternatives from further consideration.

August 15, 2001—Field visit of Linda Heights Park by CH2M HILL staff.

September 11, 2001—Joan Broom (City of Kent Parks, Recreation, and Community Services) sent information to CH2M HILL on Linda Heights Park (master plan, written description, recent renovation).

October 14, 2001—Field visit of Des Moines Creek Park by CH2M HILL.

November 15, 2001—Meeting between Susan Everett (WSDOT) and Tim LaPorte and John Hodgson (City of Kent) regarding possible impacts to Linda Heights Park.

December 3, 2001—Letter from Bob Olander, City of Des Moines City Manager, to Susan Everett (WSDOT), concurring that the project would result in minor proximity impacts that would not affect the constructive use and enjoyment of Midway park.

December 5, 2001—Letter from Tim LaPorte, City of Kent Design Engineering Manager, to John White (WSDOT), with attached letter from John Hodgson, City of Kent Director of Parks, Recreation, and Community Services, indicating support of the project and recommending a combination of noise attenuating barriers and native plant buffers to mitigate for proximity impacts to Linda Heights Park.

January 15, 2002—Meeting between Susan Everett and John White (WSDOT) and Rod Leland, Federal Way School District, regarding the minor proximity impact to Mark Twain Elementary School Playfield.

October 4, 2002—Meeting between John White (WSDOT), Ron Leland (Federal Way School District), and Mark Rotheford (Principal, Mark Twain School) regarding design efforts to minimize impacts, final proximity impacts, general mitigation opportunities, and to formally request the concurrence of the two school representatives.

November 19, 2002—Interagency Letter of Understanding between WSDOT and City of SeaTac regarding replacement of parkland acquired for the project.

4.7 Section 4(f) Conclusion/Finding

Impacts on Des Moines Creek Park would include acquisition of parkland, covering of the Des Moines Creek Trail by the roadway structure(s), resulting visual intrusion and increased traffic noise, and covering or use of wetlands. The precise nature and level of impact would vary with each of the build alternatives considered.

As a result of a lengthy and exhaustive alternative development, evaluation, screening, and refinement process, WSDOT has concluded that there are no feasible and prudent alternatives that would avoid impacts on Des Moines Creek Park. It was found that the avoidance alternatives either did not achieve the purpose of the project and/or caused environmental, social, economic, and/or cost impacts of an extraordinary magnitude. Based on consultation with FHWA, the Port of Seattle, and local officials with jurisdiction regarding ownership and management of the park (the Cities of SeaTac and Des Moines), it was further concluded that while Alternatives B, C2, and C3 are not avoidance alternatives, it was reasonable to analyze these alternatives in the FEIS and Section 4(f) Evaluation.

As previously noted in this Evaluation, WSDOT has selected Alternative C2 as the preferred alternative. As part of Alternative C2, WSDOT has incorporated highway design, engineering, and construction measures to the greatest extent possible to minimize impacts on Des Moines Creek Park, including:

- Crossing a corner of the park not currently used for recreation and not planned for future recreational development
- Placing the SR 509 mainline on two elevated structures to minimize impacts on the wetland, the trail, and the trailhead parking area

In addition, WSDOT is committed to the following measures to mitigate for impacts:

- Replacing any lost parkland acreage with an equal amount of acreage, of reasonably equivalent or greater recreational utility, within the existing SR 509 right-of-way immediately adjacent to the park's western boundary or at another mutually agreeable location
- Financially assisting in the construction of the new Marine View Drive bridge over Des Moines Creek at the western edge of the park
- Maintaining the natural values of the park (Des Moines Creek and associated riparian and wetland resources and habitat) through a number of BMPs in coordination with the local officials
- If necessary, relocating the trailhead and associated parking area within the park
- Integrating the northward extension of the trail into the design of the SR 509 improvements

Based upon the above considerations, there is no feasible and prudent alternative to the use of land within Des Moines Creek Park and the proposed action (the preferred alternative, C2) includes all possible planning to minimize harm to the park resulting from such use.

***Section 4(f) Appendix
Coordination Letters***

RECEIVED

OCT 7 1992

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM



TO: CHRISTINA OLSON, WSDOT
FROM: CHERYL EASTBERG, PLANNER
DATE: OCTOBER 5, 1992
SUBJECT: DES MOINES CREEK PARK AND SR 509

This memo is in response to our telephone conversation Friday October 2, 1992. In researching your question of ownership of Des Moines Creek Park, I have ascertained that the transfer of Des Moines Creek park property from King County to City of SeaTac has not yet occurred. Apparently, this needs to be accomplished legislatively.

It is the intent of the City to follow through with the desired transfer, and to cooperate with the City of Des Moines in the construction and maintenance of a public recreation trail along Des Moines Creek from Puget Sound to S. 200th St. It would also be desirable to coordinate the public recreation use of this park with WSDOT and the planning for SR 509.

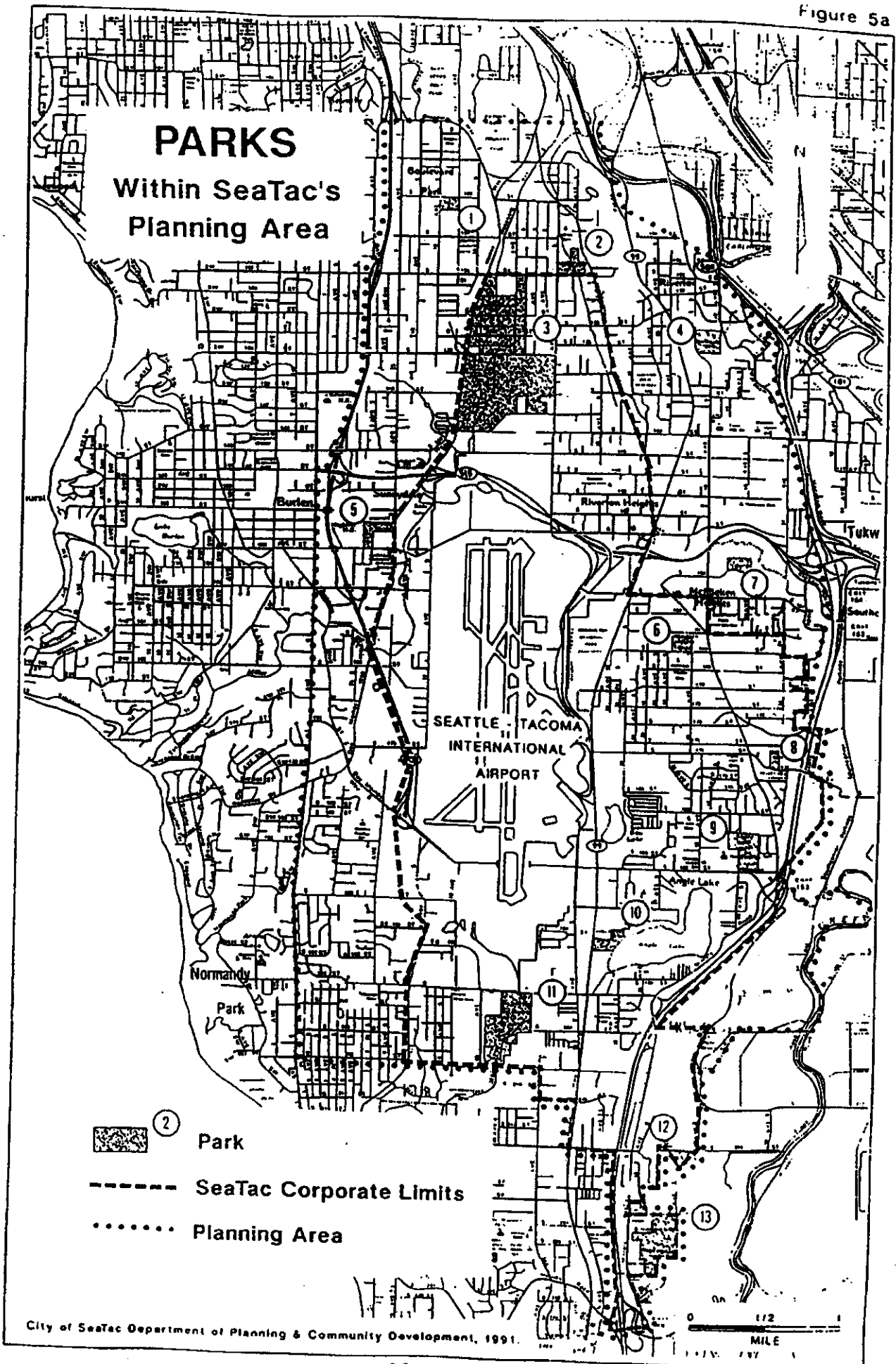
Enclosed please find copies from the Park and Recreation Comprehensive Plan Element for the City of SeaTac. The park matrix states that Des Moines Creek Park is from S. 200th to S. 216th. However, the City limit and therefore the management of park property south of 208th would not be handled by the City of SeaTac.

At this time, the park is best suited for passive recreation and wildlife enhancement through habitat preservation. It is difficult to notice you are in highly developed area when walking through the creek ravine. Housing is rarely visible, and typical dumping of trash in the ravine has been limited due to fencing.

The site is generally fenced from public access north of the sewer plant. Bootworn paths entering the creek corridor in this area show that public use exists. Along the entire length from S. 200th to Puget Sound, a gravel road follows the creek. This road is used to service the sewer line which also follows the creek. The road is open to foot traffic from Puget Sound inland to the sewer plant. At this time, circumnavigation of the sewer plant seems to be the missing link in the proposed paved path to be constructed by the City of Des Moines from Puget Sound to S. 200th. I believe this has been a point of discussion with utility management and Des Moines city staff.

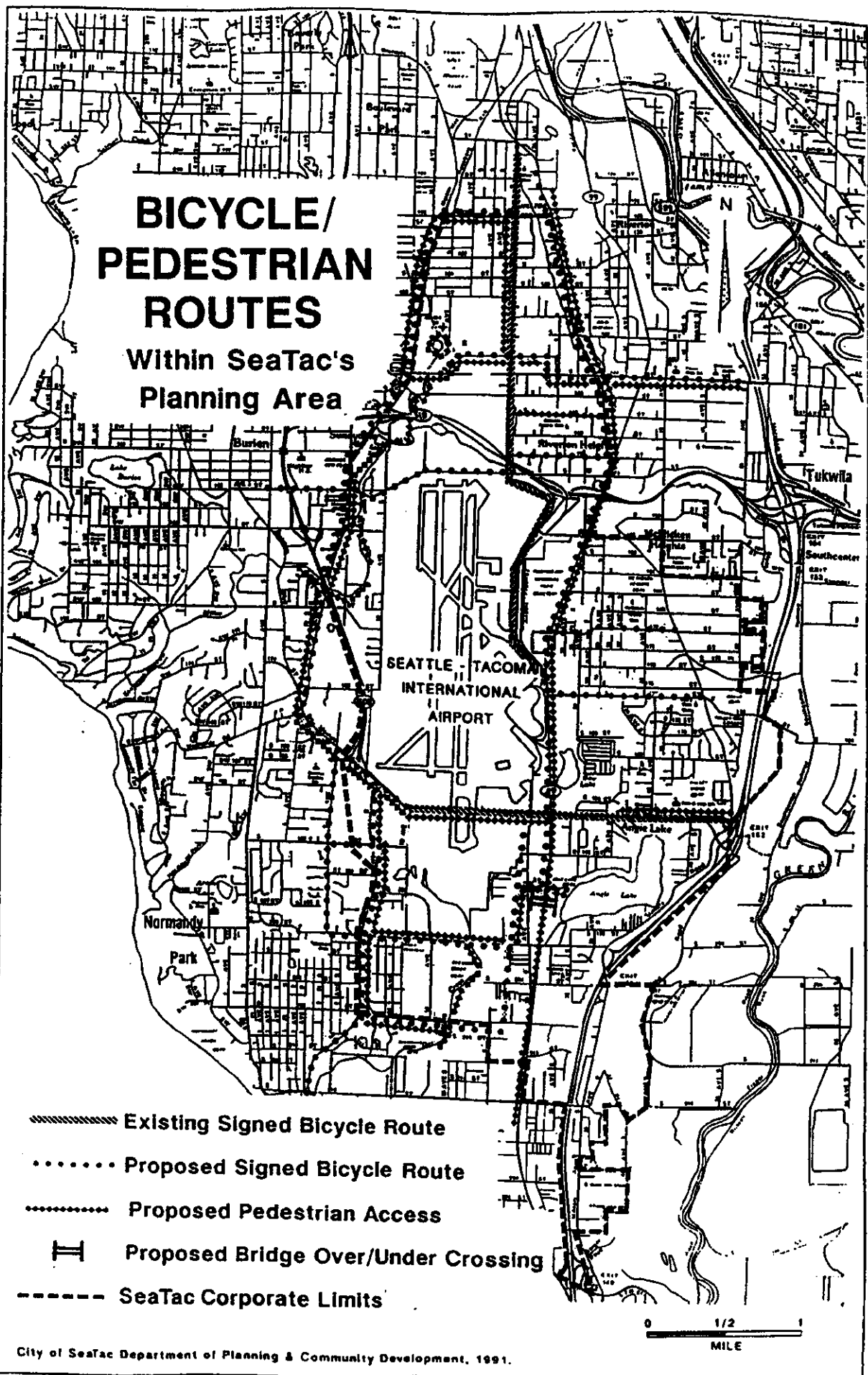
Please let us know if we can be of further assistance.

Figure 5a



BICYCLE/ PEDESTRIAN ROUTES

Within SeaTac's
Planning Area



City of SeaTac Department of Planning & Community Development, 1991.

Figure 5b. RECREATION FACILITIES IN SEATAC PLANNING AREA PARKS

MAP REFERENCE	PARK NAME	ACREAGE	TYPE OF PARK	SOFTBALL FIELDS	BASEBALL FIELDS	FOOTBALL/ SOCCER FIELDS	ALL-WEATHER FIELDS	TENNIS COURTS	SWIM BEACH (SUMMER)	CONCESSIONS	FISHING	PICNIC TABLES	BARBEQUES	PLAY AREA	RESTROOMS	TRAILS	SPECIAL FEATURES	PICNIC SHELTER	EQUESTRIAN FACILITIES	BMX COURSE
1	Southern Heights Park S. 120th St. & 14th Ave. S.	3.3	NBR				2						1							
2	Hilltop Park S. 128th & 26th Ave. S.	6.9	NBR										1							
3	North SeaTac Park Sunset Playfield 13659 18th Ave. S.	200 18.2	COM	3	1	1	*1	2			2			1				1	1	
4	Southgate Park 42nd Ave.S.&S.136th	5.7	NBR				2						1							
5	Moshier Park 430 S. 156th	15.17	COM	*3	*1	*2								1						
6	McMicken Heights Park 166th & 40th Ave. S.	2.42	NBR				2													
7	Crestview Park S.158th St.&51st Ave.S.	6	NBR								2		1							
8	Bow Lake Park S. 178th at 51st Ave. S	4	NBR																	
9	Valley Ridge Park 4644 S. 188th	27.8	COM	3	*1	1/ *1		3						1			A,I			
10	Angle Lake Park 19408 International Boulevard	10.5	COM					1	1	1	35	6	1	1			OL			
11	Des Moines Creek Park Along Des Moines Creek/200th to 216th	95.81	RSC																	
12	Earthworks Park 21600-37th Pl.	4	RSC													1				
13	Grandview Park S. 288th of Military Rd. S.	37.7	COM				*1 /1				3			1			1		1	

KEY: Bolded parks indicate that they are within SeaTac City Limits, NBR=Neighborhood, COM=Community, RSC=Resource, * indicates lighted
Special features: A=Activity Center, I=Artwork, BL=Boat Launch

9B
6-12-95

MEMORANDUM

DATE: May 22, 1995
TO: Bob Olander
FROM: Patrice Thorell *Patrice*
RE: Significance of Des Moines Creek Park / Des Moines
Creek Trail and Zenith Park

Des Moines Creek Park and Trail are significant to the Des Moines Parks, Recreation and Open Space System. It is an important connector linking the Des Moines Creek Trail from the City of SeaTac to the Puget Sound. The trail provides alternative transportation, and recreational opportunities (bicycling, walking, jogging, hiking, skating, picnicking, nature observance) and a natural buffer between two cities. The Des Moines Creek Park and Trail are a system made up of the creek, steep ravines, wetlands, mature trees and native vegetation that cannot be replaced or replicated elsewhere. The City of Des Moines has been developing a trail system following the creek over the past many years. This action was inspired by a 1986 petition from its citizens (503 signatures collected) as follows:

"We the undersigned request that the Des Moines City Council do everything in its power to preserve and protect Des Moines Creek, Massey Creek, Barnes Creek and Smith Creek. Furthermore, we urge that the City of Des Moines acquire land adjacent to these creeks as such land becomes available for purchase. The Creeks of Des Moines have been abused in the past and it is time that the City of Des Moines make this a Waterland Community the public can enjoy and be proud of."

The Trail is also a key component of the Des Moines Creek Basin Plan. Several public agencies (City of Des Moines, City of SeaTac, Port of Seattle, Midway Sewer District, Department of Fisheries, Washington State Department of Transportation) and Trout Unlimited are coordinating efforts to enhance the Creek's salmon and other natural habitats existing in this wildlife corridor.

The City of Des Moines places a high value on its urban wildlife habitat. The Comprehensive plan has numerous policies that reinforce the value of the Des Moines Creek (see attached Plan with highlighted elements). The Comp Plan states that Des Moines utilize a ratio of 8.5 acres of park land to 1,000 population. Des Moines currently has a park land deficit of 55 acres with few opportunities to acquire additional land due to land lock. Within the Des Moines planning area the land deficit is maintained at 32 acres.

The City of Des Moines currently manages and maintains Zenith Park (under contract with the Highline School District) for community recreation use. The cooperative relationship between the City and School District will continue when Zenith School is built so that existing recreational use continues.

Properties owned by the school district are increasingly important to the Des Moines open space inventory. They comprise 24% of the City's open space as identified in the Des Moines Comprehensive Plan.

The Greater Des Moines Comprehensive Plan policy states that recreational facilities of public schools be available for public use. Because the City of Des Moines currently has a sports field deficit, the loss of Zenith Park for community sports activities would have a severe impact on the community. Zenith Park is a prime practice field for Mt. Rainier High School soccer, football, and softball. The site is scheduled year round for community sports league play by the Little League, Youth Soccer Association, and community sports groups. The facility is used by the residents as a neighborhood park. Zenith field (a combined softball/soccer field) is one of only three total public sports fields available for the Des Moines community.

Because of the lack of available sports facilities, neighborhood parks and available land for future park development the park cannot be replaced elsewhere. These factors make Zenith Park invaluable to the Des Moines Park System.

Approved : 6-5-95

[Signature]

Acting City Manager



Mayor
Joe Brennan
Deputy Mayor
Terry Anderson
Councilmembers
Roger Anderson
Shirley Thompson
Frank Hansen
Kathy Gehring
Don DeHan

City Manager
D. Scott Rohlf
Assistant City Manager
Thomas J. Fus
City Attorney
Daniel B. Heid

City of SeaTac

17900 International Blvd., Suite 401 · SeaTac, Washington 98188-4236
City Hall: (206)241-9100 · Fax: (206)241-3999 · TDD: (206)241-0091

June 19, 1995

CH2M Hill
Attn: Wynlee Crist
777 108th Ave NE
Bellevue, WA 98004

RE: SR 509/SOUTH ACCESS ROAD SECTION 4F (Evaluation)

Dear Mr. Crist:

In response to Michael Gallagher's letter of approximately 1 May 1995, requesting the kinds of activities or functions within the Des Moines Creek Park and a determination of the significance of the park, the following comments are forwarded:

The Des Moines Creek Park, in the City of SeaTac, is comprised of a salmonids creek in a natural ravine with associated wetlands and uplands. The creek is paralleled by underground sewer and wastewater lines, upon which a gravel access road is built. A new trunk line is planned to be installed in the next one to two years. It will leave the existing trunk line route so as to avoid the approximate 10 acre wetland on either side of the creek south of S. 200th Street. These routes are designated to receive a paved recreation trail and boardwalks through wet areas in the next two years, as well as trailhead parking, interpretive signage and passive park development in the uplands off of S. 200th Street.

The current quality of the park is naturalistic with large fir, maple, alder, dogwood, and related plants forming a continuous greenbelt from Puget Sound up to the south airport area at S. 200th Street. The City of SeaTac's Comprehensive Plan supports the continuation of the trail along the SR 509 right-of-way north to North SeaTac Park, tying into the King County Regional Trail System. This park forms an important link in making the continuous connection from Puget Sound into and through the urban areas.

The naturalistic character of the park is rare in this highly urbanized area. Within this ravine, you can be visually unaware that the city surrounds you. The sound of urbanization is most obvious through aircraft traffic due to the proximity of the Seattle-Tacoma International Airport. The park lies within the flight path, and the silence is regularly broken by take-offs or landings, depending on the weather patterns. The sound level varies based on frequency and whether the planes are taking off or landing.

Ltr: Wynlee Crist
page 2

The greenbelt currently provides several miles of wildlife corridor which allows for bird and fish migration. The planned trail project will enhance the natural character through restoration of previously disturbed areas, directing public access, improving the stream channel for fish habitat, and creating a usable meadow for passive recreation and an equestrian rest area.

If you have any questions or wish to discuss this matter further, please advise.

Sincerely,

A handwritten signature in cursive script that reads "Bruce A. Rayburn". The signature is written in dark ink and is positioned above the typed name and title.

Bruce A. Rayburn, P.E.
Director of Public Works

cc: Correspondence File

REC'D CH2M SEA MAR 27 1996

RECEIVED
MAR 25 1996



United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, D.C. 20240

WSDOT
Environmental & Special Services

ER-96/19

MAR 18 1996

Mr. Gene Fong
Division Administrator
Federal Highway Administration
711 South Capitol Way, Suite 501
Olympia, Washington 98133-9710

Dear Mr. Fong:

This is in response to the request for the Department of the Interior's comments on the Draft Environmental/Section 4(f) Evaluation for SR-509 South Access Road to Link with I-5, King County, Washington.

Section 4(f) Evaluation Comments

Avoidance Alternative 3DW appears to be the most feasible and prudent alternative because it will avoid impacts to both Des Moines Creek Park and Zenith Park. It will also avoid impacts to the South Aviation Support Area property and the proposed Airport Safety Zone Extension.

The Des Moines Creek Park, which is jointly owned and managed by Des Moines and SeaTac is classified as a "special use" and "conservancy" park and lies within the largest natural preserve of woodland environment. The future recreation value of the park is described as substantial for both Des Moines and SeaTac. Zenith Park, on the other hand, is invaluable to the Des Moines Park System because of the lack of available sports facilities, neighborhood parks and lands needed for future parks development.

As to measures to mitigate proximity impacts to the parks from Avoidance Alternative 3DW, we recommend that they be coordinated with, and approved by the Parks and Recreation Departments of both Des Moines and SeaTac. Evidence to that effect should be documented in the Final Section 4(f) Evaluation.

Environmental Statement Comments

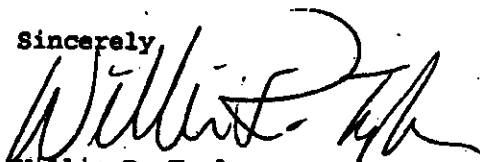
The Environmental Statement adequately addresses other matters of concern to this Department, such as fish and wildlife resources.

Summary Comments

The Department of the Interior has no objection to Section 4(f) approval of this project by the Department of the Interior if Alternative 3DW is selected as the Preferred Alternative and measures to minimize proximity impacts to Des Moines Creek Park and Zenith Park are documented in the Final Section 4(f) Evaluation.

We appreciate the opportunity to provide these comments.

Sincerely



Willie R. Taylor
Director, Office of Environmental
Policy and Compliance

cc: Mr. Ralph H. Nichols
Environmental Program Manager
Washington State Department
of Transportation
District 1
15700 Dayton Avenue North
Post Office Box 330310
Seattle, Washington 98133-9710

September 29, 1998

Ms. Susan Everett, P.E.
Project Engineer, Mallstop 135
Washington State Department of Transportation
P.O. Box 330310
Seattle, WA 98133-9710

State Route 509/South Access Road

Dear Ms. Everett:

This letter is written to outline the Federal Aviation Administration's (FAA) position relative to the road alignments that have been proposed in scoping for the Draft Supplemental Environmental Impact Statement (DSEIS) for the aforementioned project. We recognize the complexity surrounding the ultimate alignment and commend you in your efforts to reconcile the variety of issues. The FAA's primary concerns are relative to the impact any alignment may have on the safety of aircraft operations at Seattle-Tacoma International Airport as well as the people and property on the ground in the approach and departure paths of each of the runways.

As we have discussed in previous meetings, the FAA has designated several areas around the runways to be protected and kept clear of obstructions to ensure the safety of those in the aircraft as well as the people and property in the vicinity of the airport. These areas include the Runway Safety Area (RSA), Object Free Area (OFA) and the Runway Protection Zone (RPZ), which includes the Extended Object Free Area (XOFA) and the Controlled Activity Area (CAA). The dimensions and the amount of protection afforded to each of these areas are defined in FAA Advisory Circular (AC) 150-5300-13 "Airport Design" and Planning Guidance 98-19, "Roads in the RPZ". (see attached) For airport projects where Federal grant-in-aid assistance is utilized (such as the purchase of the RPZ land), the use of our design standards is mandatory.

The land for both the OFA and the RSA is owned by SeaTac Airport and was purchased with federal funds. Alternative D, in which the South Access Expressway travels through the OFA and the RSA, does not meet our design standards. We have not given this alternative any further review. With regard to Alternatives B and C, neither of the proposed roadway alignments have compromised these two areas, thus, we have focused our attention on the impact of any alignment on the RPZ and accordingly, the XOFA and CAA.

It is our understanding that there tends to be greater support for Alternative C which is called out as Alternative 2, Option 17 in the February, project newsletter. We may find

this to be an acceptable alternative with a few alterations. This support assumes that a roadway cover would be constructed through the extended OFA. The cover would be designed with structural integrity to protect the people under it from an errant landing of an aircraft in this location.

Although the road is effectively out of the XOFA by covering, it is also proposed to be constructed in the controlled activity area. While it is our preference that the road be kept entirely out of the RPZ, should you wish to pursue the alignment in the CAA, we will need documentation outlined in FAA Planning Guidance 98-19 (see attached) to justify the encroachment.

We strongly encourage consideration and further analysis to move the road as far to the south end of the RPZ as feasibly possible. If a new alignment could feasibly be constructed that would be out of the existing RPZ, or to the outer edges, we could accept such a proposal without requiring the construction of a roadway cover. We are also concerned with the south access alignment impacts to our Advisory Circular design standards, Federal Aviation Regulation, Part 77 and the viability of the proposed South Aviation Support Area (SASA). A balance between the use of the CAA and infringement on SASA is necessary. It is our understanding that there is a possible land exchange option with the City of SeaTac that may reduce the right-of-way need through the currently proposed SASA area. This may warrant further analysis, and require documentation for infringements into the CAA. It is important to note that the viability of the SASA development is important to us because it will support future aviation demand and make the airport more financially self-sustaining. Therefore, we will likely discourage any alignment that may significantly impact the SASA development.

Another alternative, worth considering may be alternative B. This alternative is clearly outside the RPZ. There are major concerns, however that this is a difficult option due to the 4(f) impacts, and greater costs to the Port of Seattle. Again, Port land holdings represent an opportunity to support future aviation demand. These are difficult issues in which we would like to continue to work closely with your agency and the Port of Seattle to find an alternative that balances all interests as equitably as possible.

Should you wish to discuss any of these matters further or have any questions, please do not hesitate to contact me at (425) 227-2653.

Sincerely,

Cayla D. Morgan
Airport Planner/Environmental Specialist

cc: Geri Poore, Port of Seattle
King Cushman, Puget Sound Regional Council

SUBJECT: Roads in Runway Protection Zones (RPZs).

PURPOSE: This guidance is for use by Airports Division personnel who deal with RPZ planning issues and/or process airspace cases involving the RPZ. Its primary purpose is to help clarify how roads should be dealt with in the RPZ (the term "roads" used herein means surface roads and railroads).

BACKGROUND: Paragraph 212 of the Airport Design Advisory Circular (AC) 150-5300-13, through change 5, covers the RPZ. Paragraph 3 in the original cover page to this AC mentions that the airport design standards presented therein are recommended by Federal Aviation Administration (FAA) for use in the design of civil airports and that their use is mandatory for airport projects receiving Federal grant-in-aid assistance. These airport design standards, including those for RPZs, apply to airport projects under both the Airport Improvement Program (AIP) and the Passenger Facility Charge (PFC) Program. When dealing with roads as well as other land uses within the RPZs, it is important to fully understand the definition of certain terms that relate to the various airport design standards involving the RPZ (see attached Appendix 1).

DISCUSSION: Paragraph 212 of the Airport Design AC mentions that "The RPZ's function is to enhance the protection of people and property on the ground". However, this should be clarified in that the RPZs include the Runway Safety Area (RSA) and standard runway Object Free Area (OFA), and if applicable, OFA Extension and Obstacle Free Zone (OFZ) as well as any stopway, clearway, threshold obstacle clearance surface, or navaid critical area, where the function is to enhance the safety of aircraft operations. When dealing with land uses, including roads, within the RPZs, it is important to keep both of these functions in mind.

GUIDANCE: This guidance supplements the RPZ criteria presented in the Airport Design AC.

1. Proposed Roads in the Standard Runway Object Free Area (OFA): Proposed roads should not be permitted in the standard runway OFA within the RPZ, except proposed airport service roads found acceptable to FAA based on an aeronautical study.
2. Proposed Roads in the Permanent Object Free Area (OFA) Extension: Airport sponsors should be strongly encouraged by the Airports District Offices (ADOs) to establish a permanent OFA Extension to the maximum extent feasible to increase the safety of aircraft operations. To be realistic, such encouragement should take into account airport sponsor RPZ ownership and whether or not the area is clear of objects (or can be cleared of objects in a feasible and timely manner). Airport sponsors shall establish a permanent OFA Extension to the maximum extent feasible. Anything less than a full OFA Extension (i.e., from the end of the standard

runway OFA to the far end of the RPZ) requires documentation from the airport sponsor that is acceptable to the ADO. In this regard, nothing in this guidance is to be interpreted so as to discourage airport sponsor acquisition of the entire RPZ even when the establishment of any permanent OFA Extension may be infeasible. A permanent OFA Extension should be treated exactly like the standard runway OFA in terms of land use criteria and it should be shown on the approved airport layout plan (ALP). In short, proposed roads should not be permitted in an established permanent OFA Extension within the RPZ, except proposed airport service roads found acceptable to the FAA based on an aeronautical study.

3. Proposed Roads in the Controlled Activity Area: Every reasonable consideration should be given to clear the entire RPZ, including the Controlled Activity Area, of all objects per paragraph 212 and page 140 (paragraph 8 of Appendix 8) of the Airport Design AC. If an OFA Extension is not established on a permanent basis, then the area depicted as the OFA Extension in figure 2-3 of the Airport Design AC should be treated as part of the Controlled Activity Area except when specifically dealing with automobile parking facilities per paragraph 212a(2)(a) of the Airport Design AC. Proposed roads should not be permitted in the Controlled Activity Area (especially those that cross the runway centerline extended) unless the following conditions are met: (1) the proponent provides documentation to the ADO that shows it is not feasible to develop the proposed road entirely outside the Controlled Activity Area and further that all reasonable steps were taken to minimize the impact on the RPZ, (2) the proposed road is located entirely outside the standard runway OFA and any established permanent OFA Extension within the RPZ, and (3) the proposed road is found acceptable to the FAA based on an aeronautical study. Where it is determined to be impracticable for the airport sponsor to acquire and plan the land uses within the entire RPZ, the RPZ land use standards have recommendation status for that portion of the RPZ not controlled by the airport sponsor and this should be a consideration in the FAA aeronautical study, particularly if the proposed road involves only such portions of the RPZ.

4. Existing Roads in the RPZs: Whenever an airport master plan study (or ALP update study, if detailed) is undertaken, an evaluation of land uses in the RPZ should be a normal consideration of such studies, especially if there are existing objects in the RPZ, including roads. This evaluation should address pertinent RPZ issues, including the feasibility of removing existing roads from the RPZ and the development of a realistic removal plan of action in terms of priorities, costs, and funding considerations. If it is found that it is not feasible to remove an existing road in the RPZ, the study should clearly document this for the record.

5. Other Considerations on Roads in the RPZs: In applying the guidance herein, all other applicable requirements in paragraphs 211 (Object Clearing Criteria) and 212 (Runway Protection Zones) of the Airport Design AC and in Land Use Policy 97-02 should be followed. Also, any RPZ that was acquired under Federal grant-in-aid assistance programs should follow all applicable requirements and special conditions of these programs, including the clearing of objects per paragraph

602b(1) of FAA Order 5100.38A, Airport Improvement Program (AIP) Handbook. In addition, the term "proposed roads" used herein includes (1) proposed work that enhances or enlarges existing roads (but excludes normal road maintenance work) as well as (2) new roads (especially major ones) in the RPZ. Finally, road proposals that traverse the entire RPZ in a tunnel, where the cover or ground above on the surface is at the same grade as the surrounding terrain, are still subject to an aeronautical study by the FAA (e.g., to study items such as construction impacts and proposed tunnel cover strength versus weight of the critical aircraft using the runway in the event of an accident involving the RPZ).

REFERENCES:

FAA Airport Design Advisory Circular (AC) 150-5300-13, through change 5.
FAA Order 5100.38.A, Airport Improvement Program (AIP) Handbook.
Land Policy 97-02, FAA Northwest Mountain Region, Airports Division.

APPROVAL:



David A. Field
Manager, Planning, Programming,
and Capacity Branch
Northwest Mountain Region

6/17/98
Date

Attachment: Appendix 1, Definition and Clarification of Terms Involving the RPZ.



**U.S. Department
of Transportation
Federal Aviation
Administration**

Seattle Airports District Office
1801 Lind Avenue, S.W.
Renton, WA 98055-4056

May 18, 2000

Ms. Susan Everett, P.E.
Project Manager, Mailstop 250
Washington State Department of Transportation
P.O. Box 330310
Seattle, Washington 98133-4805

RECEIVED

MAY 22 2000

**SOUTH KING COUNTY
AREA ADMINISTRATION**

**State Route 509/South Access Road Corridor EIS
North Extension of Des Moines Creek Trail**

Dear Ms. Everett:

Pursuant to our discussion in the yesterday's Steering Committee meeting for SR 509/South Access Road, we would like to outline the Federal Aviation Administration's (FAA) position on the location of the North Extension of Des Moines Creek Trail.

Based upon recent discussions between Washington State Department of Transportation (WSDOT) and the Port of Seattle, it is our understanding that the new recommended alignment now places the trail in the SR 509 right-of-way on the Southwest side of the road. As we have indicated in previous discussions, we do not support trails on airport property or in the Runway Protection Zone (RPZ). Relative to this newly recommended alternative, we recognize that the trail is still within the RPZ, however, since the preferred alignment crosses the lower portion of the RPZ, we are comfortable with the trail doing the same as long as it is located on the furthestmost edge of the RPZ. Therefore, we support the newly proposed alignment on the southwest side of State Route 509.

Should this not be the recommended alignment, there are other issues such as the receipt of Fair Market Value if the trail is on airport property, discussions about security, and possible lease agreements that would allow the property to be converted to airport use if needed in the future. Since these issues are moot if the alignment is in the southwest side of the road in the WSDOT right-of-way, we will not elaborate on such at this time.

Please feel free to contact me if you have any questions or comments at (425) 227-2653.

Sincerely,

Cayla D. Morgan
Environmental Specialist

Cc: Craig Smith, Port of Seattle

SR 509
25. Q

Mayor
Shirley Thompson

Deputy Mayor
Kathy Gehring

Councilmembers
Gene Fisher
Terry Anderson
Frank Hansen
Joe Brennan
Don DeHan



"The Hospitality City"

City Manager
Calvin P. Hoggard

Assistant City Manager
Jay Holman

City Attorney
Robert L. McAdams

City Clerk
Judith L. Cary

NOV 20 2000

November 16, 2000

Mr. John H. White, P.E.
Washington State Department of Transportation
Northwest Region
6431 Corson Avenue South
Seattle, WA 98108

Dear Mr. White:

At the November 14, 2000, City Council meeting the Mayor and City Council moved to give Washington State Department of Transportation written concurrence from the City regarding its 4(f) mitigation proposal for impacts to Des Moines Creek Park due to construction of the SR 509 extension. This letter serves as that written approval.

Washington State Department of Transportation has proposed to replace the lost acreage (approximately 7.5 acres) with equal acreage adjacent to the existing park and west of the Des Moines Creek. The exact location of the additional acreage will be determined through a coordinated land swap between the City and WSDOT. In addition, WSDOT will relocate the trailhead parking lot westward, then extend the existing trail parallel to the new freeway northward from 200th Street to the existing interchange at 12th Pl. S. (S. 188th St.).

City of SeaTac looks forward to working with the WSDOT staff to work out the final details of the mitigation on the SR 509 project.

Sincerely,

Calvin Hoggard
City Manager

cor: 074.00



DEC 26 2000

Program Development and Land Management Section

December 19, 2000

Brian H. Roberts, Transportation Engineer
Washington State Department of Transportation
Northwest Region
6431 Corson Avenue South
Seattle, WA 98108

RE: SR 509 / South Access Road

Dear Mr. Roberts:

This letter is in response from the Washington State Department of Transportation (WSDOT) for a letter providing documentation that King County Park System (KCPS) agrees in concept with WSDOT's Section 4(f) Evaluation and recommended mitigation plan for the SR 509 / South Access Road Proposal. The proposed project would require the use of property (approximately 7.5 acres) from the northeast corner of Des Moines Creek Park, currently within the KCPS. Although Des Moines Creek Park is owned by KCPS, it is at present, being maintained by the City of Seatac. Therefore, WSDOT is seeking written concurrence from KCPS that the proposed land replacement and trail extension is acceptable and considered full mitigation for the loss of the northeast corner of Des Moines Creek Park.

As Susan Strandberg and I discussed with you and John White during our meeting on November 30, KCPS is in the process of officially transferring title to Des Moines Creek Park to the City of Seatac. We hope to complete this transfer by February or March of next year. Transfer of park property to cities requires approval of an interlocal agreement by both the King County Council and the Seatac City Council.

We understand from speaking with you and Kit Ledbetter, Parks and Recreation Director with the City of Seatac, that WSDOT and Seatac have discussed the proposed mitigation plan. WSDOT has proposed to mitigate this impact to Des Moines Creek Park property: by replacing the land that would be required for the project with equivalent land on the western border of the park; relocating the existing trailhead facilities; and extending the Des Moines Creek Trail approximately two miles to the north along the route of the proposed SR 509 extension.



Brian H. Roberts
December 19, 2000
Page 2

Since the goal of both King County and the City of Seatac is to accomplish the transfer of Des Moines Creek Park to City of Seatac we agree that the City of Seatac should have a major role in determining adequate mitigation and compensation. However, should Des Moines Creek Park still be under King County's ownership at the time the land transfer would need to occur, such concurrence would require approval by the King County Council.

Thank you for the opportunity to provide these comments. If you need further clarification about the position of King County Park System, or need any other information, please contact me at (206) 296-4252.

Sincerely,



Connie L. Blumen
Program Manager
Program Management and Land Development

cc: John H. White, P.E., Washington State Department of Transportation
Northwest Region, Corson Avenue South, Seattle, WA 98108
Kit Ledbetter, Director, Parks and Recreation Department, City of Seatac, 17900
International Boulevard, Suite 400, Seatac, WA 98188-4236
Ann Martin, Principal Transportation Planner, Transportation Planning, King County
Department of Transportation
Barbara Wright, Administrator, Program Management and Land Management,
King County Park System (KCPS)
Connie Blumen, Program Manager, KCPS
Robert Nunnenkamp, Property Agent KCPS
Susan Strandberg, Program Manager, KCPS
Joe Wilson, Property Manager, KCPS



City of Des Moines

DEPARTMENT OF PUBLIC WORKS
21650 11TH AVENUE SOUTH
DES MOINES, WASHINGTON 98198-6317
(206) 870-6522 FAX: (206) 870-6596

RECEIVED

DEC 05 2001

SOUTH KING COUNTY
AREA ADMINISTRATION



December 3, 2001

Ms. Susan Everett, P. E.
South King Engineering Manager
Northwest Region WSDOT
6431 Corson Avenue South
NB82-MS250
Seattle WA 98108-3445

Dear Susan:

Re: SR509 Draft Section 4(f) Evaluation Corridor Completion/I-5/South Access Road Project

The City of Des Moines has reviewed the November 2001 Draft Section 4(f) Evaluation for the SR509 Corridor Completion/I-5/South Access Road project. We concur that the WSDOT project will result in minor proximity impacts that would not affect the constructive use and enjoyment of the Midway Park.

We support WSDOT's decision to consider a noise barrier that would be placed between I-5 and the park. We look forward to working with WSDOT staff on the future noise study and evaluations for this area.

Sincerely,

Bob Olander
City Manager

cc: Tim Heydon, Public Works Director
Patrice Thorell, Parks/Recreation Director



CITY OF KENT
NOV 20 2001
ENGINEERING DEPT

**PARKS, RECREATION &
COMMUNITY SERVICES**

John Hodgson
Director

Phone: 253-856-5100
Fax: 253-856-6050

220 Fourth Ave. S.
Kent, WA 98032-5895

November 19, 2001

Tim LaPorte
City of Kent Public Works Department
400 West Gowe Street
Kent, WA 98032

RE: I-5/SR 509 Between 272nd and Kent-Des Moines Road

Dear Tim:

Thank you for inviting us to the meeting with WSDOT to review the scope of this widening project.

Our concern with this project is the visual and noise impacts on Linda Heights Park. The Park is located on the north side of SE 248th Street. We share a common boundary with the I-5 Right-of-Way. The City has a sanitary sewer lift station on this site, also.

We recommend that WSDOT include a combination of noise attenuating barriers where appropriate and native plant buffers, for noise attenuating and visual barriers. Our preferred method for Linda Heights Park is native plantings, for both noise and visual impacts due to the extreme elevation change (25-35 feet) along the I-5 frontage.

We look forward to working with you and WSDOT on this project. Please keep us advised of the public input process scheduled for March 2002.

Sincerely,


John M. Hodgson, Director
Parks, Recreation & Community Services

C: Lori Flemm, Superintendent
Parks Planning & Development

JMH/jb



December 5, 2001

PUBLIC WORKS
Don E. Wickstrom, P.E.
Director of Public Works

Phone: 253-856-5500
Fax: 253-856-6500

220 Fourth Ave. S.
Kent, WA 98032-5895

Mr. John White, Project Engineer
Northwest Region Design, South King Area
6431 Corson Avenue South, MS 61
Seattle, WA 98108

DEC 06 2001

Re: SR-509 Preliminary Revised Draft EIS

Dear Mr. White:

Thank you for the opportunity to comment on the *Preliminary Revised Draft Environmental Impact Statement and Draft Section 4(f) Evaluation* (PRDEIS) for the SR-509 project. As you know, the City supports the SR-509 project and looks forward to partnering with WSDOT on its completion.

The PRDEIS was given to the Planning Department and Parks Department for review. The Planning Department has no comments at this time. The Parks Department took part in a meeting with WSDOT to discuss the impacts of the proposed auxiliary lanes on I-5 to Linda Heights Park. We would like to thank Susan Everett and Susan Bagley for attending this meeting. The Parks Department submitted a letter regarding these impacts -- see attached.

Public Works Department comments are limited to the traffic volumes shown on Figures 1.3-1 and 1.3-3. The southbound volumes on Military Road, north of SR-516 are considerably lower, as shown in the figures, than our existing traffic counts indicate. The PRDEIS shows 400 vehicles in 1998 and projects 390 vehicles in 2020. Our counts indicate there are closer to 1000 vehicles existing and modeling for the S. 228th Street Extension project 1150 vehicles in 2020. This is one of the key intersections within the Kent portion of the study area, and we want to make sure that traffic operations are studied consistently.

If you have further questions please contact me at (253) 856-5515 or Chad Bieren at (253) 856-5534.

Sincerely,

Tim LaPorte, P.E.
Design Engineering Manager

Cc: Don Wickstrom, Public Works Director
Chad Bieren, Project Engineer

31405 18th Ave. So.
Federal Way, WA
98003-5433
Tel 253.945.2000
www.fwpsd.wednet.edu



November 4, 2002

2002 90 AON

John H. White, P.E.
SR 509 Project Engineer
6431 Corson Avenue South
Seattle, WA 98108

Dear John,

Thank you for providing Mr. Doug Rutherford, Principal of Mark Twain, and me with information and drawings regarding the planned modifications to the I-5 on-ramp at South 272nd street. Since the revisions to the ramp will move freeway traffic closer to the Mark Twain Elementary property we do have an interest in how the project impacts the school. The information you supplied indicates that the berm that lies between the current on-ramp and the FWPS property will be modified, that the lane of traffic will move to the West, closer the school, and that the elevation of the on-ramp will be revised.

Additionally, you provided Mr. Rutherford and me with a document describing the positive impacts of "noise barriers". I have reviewed the information. Listed below are my comments regarding the information you supplied:


- Mark Twain Elementary is impacted negatively by two sources of external noise, aircraft in the SeaTac Airport flight-path and vehicles traveling on the I-5 roadway.
- The Mark Twain Playfield was negatively impacted by original construction of the Southbound on-ramp at S 272nd.
- Proposed modifications to the on-ramp at S 272nd must not increase the noise levels or negatively impact any other condition such as air quality, safety, storm water run-off, maintenance, or visual aesthetics within the Mark Twain Elementary site.
- The measures taken to mitigate the I-5 on-ramp noise on the Mark Twain site must be aesthetically pleasing for an elementary school setting and cause no additional maintenance effort on the part of the Federal Way Public School District to keep the mitigation measure in "like new" condition.
- If berm construction and landscaping will provide the conditions described above then that would be our preferred solution.
- If a combination of berm construction, landscaping and Noise Barriers are necessary to meet the conditions described above, then that is our preference.

We have little expertise in freeway impact mitigation resulting in our inability to be more specific about a choice of mitigation feature. We expect you to propose a specific set of mitigations that meets our needs and then we will seek professional assistance in evaluating your proposal.

Our bottom line is that there be no negative impact to the Mark Twain Elementary site resulting from the construction on the I-5 roadway.

Thank you for your consideration.

Sincerely,



Rod Leland
Director of Facility Services
Federal Way Public Schools
1066 South 320th
Federal Way, WA 98003

C: Tom Murphy
Sally McLean
Doug Rutherford

INTERAGENCY LETTER OF UNDERSTANDING**WASHINGTON STATE DEPARTMENT OF TRANSPORTATION
and
CITY OF SEATAC**

THIS LETTER OF UNDERSTANDING (LOU) is entered into by and between the Washington State Department of Transportation (WSDOT) and the City of SeaTac (CITY) and is effective upon execution by both parties.

Whereas, WSDOT has determined the need and proposes to extend SR 509 from South 188th Street within the City to Interstate 5 (PROJECT); and

Whereas, the CITY expects to receive from King County the lands that comprise Des Moines Creek Park in 2002 or early 2003; and

Whereas, the PROJECT will require WSDOT to acquire from the City property or property rights from property that qualifies as 4(f) property pursuant to Section 4(f) of the Department of Transportation Act of 1966 (Recodified as 49 USC 303); and

Whereas, WSDOT recognizes its obligations under Section 4(f) of the Act and related requirements to mitigate for impacts to public park lands; and

Whereas, WSDOT owns right-of-way in the City for an existing alignment that is not needed for the PROJECT and may be surplus to its needs; and

Whereas, WSDOT is required to pay just compensation for the property owned by the CITY that is needed for the PROJECT and to mitigate public park lands impacts pursuant to Section 4(f); and

Whereas, WSDOT and the City desire to exchange and consolidate ownerships of land within the vicinity of the PROJECT as a component of that just compensation and 4(f) mitigation; and

Whereas, WSDOT has the authority to exchange lands under RCW 47.12.063 and RCW 47.12.287 and the CITY has the authority to exchange lands under RCW 39.33.010 and RCW 47.12.040;

NOW THEREFORE, the parties agree to facilitate WSDOT's right-of-way needs should WSDOT decide by issuance of a Record of Decision (ROD) to proceed with its Preferred Alternative and obtain sufficient funding for the extension of SR 509 from South 188th Street to I-5 (the PROJECT) by exchanging and consolidating each agency's ownership of land, on the following terms and conditions;


1. WSDOT has identified the property needed for the Project.
2. WSDOT will identify WSDOT property that may be available for exchange and process disposal reviews immediately upon execution of this LOU.
3. The CITY agrees to convey to WSDOT approximately 4.6 acres of land in Des Moines Creek Park as shown in Exhibit A, attached to and hereby made a part of this LOU.


4. If acceptable to the FHWA, WSDOT agrees to convey to the City within six months of execution of the ROD by the FHWA approximately 4.6 acres of land adjacent to Des Moines Creek Park on its west side or at another mutually agreeable location as shown in Exhibit A as mitigation for the direct taking of Des Moines Creek Park 4(f) lands.
5. WSDOT may have an obligation to compensate the CITY for a parcel of land approximately 2.1 acres in size. After an appraisal is performed and the amount of damages, if any, is determined, WSDOT agrees to convey a parcel of similar value to the CITY as mitigation for indirect effects to Des Moines Creek Park 4(f) lands as shown in Exhibit 1. The parcel to be conveyed for this purpose will be located as shown in Exhibit 1 or at another mutually agreeable location.
6. This LOU may be terminated, amended, or extended by mutual written consent of both parties, or if either party fails to convey the land called for by this LOU within the time specified herein or any extension thereof.
7. No liability shall attach to WSDOT or the City by reason of entering into this LOU except as expressly provided herein.

This LOU can be amended only by mutual written consent of the parties

SIGNED AND ACCEPTED:

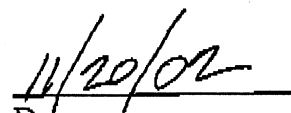
WASHINGTON STATE DEPARTMENT OF TRANSPORTATION


Gerald L. Gallinger, Director, Real Estate Services
PO Box 47338, 310 Maple Park Avenue; Olympia WA 98504-7338
(360) 705-7305


Date

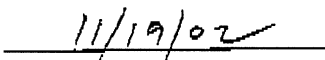
CITY OF SEATAC

By: 
Bruce A. Rayburn, City Manager
(Address)


Date

APPROVED AS TO FORM


Robert McAdams, City Attorney


Date